

# ACCESSIBILITY



Public Works  
Canada

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# TABLE OF CONTENTS

## EXECUTIVE SUMMARY

### I. OBJECTIVE

#### ACCESSIBILITY

### II. POLICY ENVIRONMENT

#### 1. PWC Role and Responsibilities

#### 2. Current Policy

#### 3. Future Policy

#### 4. Policy Objectives

#### 5. Policy Principles

#### 6. Policy Options

A Discussion Paper presenting strategic options for the future direction of PWC policy relative to providing facilities for and promoting employment of people with disabilities. The recommendations set forth in the Paper have been prepared for the consideration and decision of Executive Committee, and are based on the findings of the study group for the Corporate Priority on "Employment of People with Handicaps".

### III. STRATEGIC OPTIONS

#### 1. Policy Objectives

#### 2. Target Population

#### 3. Scope of Application

#### 4. Mode of Provision

#### 5. Option Consequences

#### 6. Specific Options

#### 7. Recommendations for Action

### IV. STRATEGIC OPTIONS FOR SPECIAL AREAS OF EMPLOYMENT OPPORTUNITIES

#### 1. Definition

#### 2. Current Employment Situation

#### 3. Government Policy

#### 4. Option Consequences

#### 5. Option Consequences

#### 6. Recommendations for Equal Access

#### 7. Recommendations for Equal Access



### APPENDICES

#### A. EXCERPTS FROM GOVERNMENT PUBLICATIONS

#### B. SOME EXCERPTS FROM PWC

#### C. DISCUSSION

#### D. THE DISABLED

#### E. TYPES OF GOVERNMENT

#### F. OFFICE POPULATION

#### G. COSTS

#### H. DEVELOPMENT OF STANDARDS

#### I. DRAFT T.B. GUIDELINES

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## TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	5
<b>I OBJECTIVE</b>	11
<b>II POLICY ENVIRONMENT</b>	
1. PWC Role and Responsibilities	13
2. Government Policy	13
3. Initiatives at Other Government Levels	15
4. Private Sector Concerns	16
5. PWC Involvement - Background and Current Situation	17
6. Problem/Opportunity	18
<b>III STRATEGIC OPTIONS FOR BUILDING ACCESSIBILITY</b>	
1. Basic Assumptions	21
2. Target Population	22
3. Scope of Application	24
4. Mode of Provision	26
5. Option Consequences	26
6. Specific Options	27
7. Recommendations for Building Accessibility	29
<b>IV STRATEGIC OPTIONS FOR EQUAL ACCESS TO EMPLOYMENT OPPORTUNITIES</b>	
1. Definition	35
2. Current Employment Situation	35
3. Government Policy	37
4. Options Relative to Implementation Strategies	38
5. Options Relative to Basic Program Requirements	44
6. Recommendations for Equal Access to Employment Opportunities	47
<b>APPENDICES</b>	
A EXCERPTS FROM GOVERNMENT PUBLICATIONS	51
B SOME EXCERPTS FROM THE PRESS	67
C DISCUSSION OF BASIC ASSUMPTIONS	71
D THE DISABLED POPULATION	73
E TYPES OF GOVERNMENT BUILDINGS	79
F OFFICE POPULATION AND OFFICE SIZE	85
G COSTS	87
H DEVELOPMENT OF STANDARDS	93
I DRAFT T.B. GUIDELINES	97





## **EXECUTIVE SUMMARY**

### **The Problem**

Many people with physical disabilities are excluded from the daily life of society because buildings are designed and built for too narrow a range of users. In addition many capable, willing and motivated people with physical and mental disabilities are being denied equal access to employment opportunities because employment practices and procedures, the lack of technical aids and special services, and attitudes and misconceptions have hindered their efforts to gain meaningful employment.

### **The Context**

Successive governments have made it clear that services to the public should be accessible to people with physical disabilities and that equal access to employment opportunities for people with physical and mental disabilities should be provided within the Public Service.

Public interest in this area is expected to continue through 1981 which has received the U.N. designation of 'Year of the Disabled' in order to promote awareness of the problems faced by people with physical disabilities.

The issue of accessibility to employment opportunities and buildings is a departmental corporate priority. PWC is committed to making government buildings accessible by 1983, and to providing an up-to-date technical standard on accessibility.

### **The Opportunity**

PWC has an opportunity to provide leadership in the area of building design, to provide a knowledge base for the government as well as the private sector and to provide examples of what can be done. It is an opportunity to respond positively to society's growing demand for an environment which is responsive to a wide range of users. It is expected that the Year of the Disabled will increase public interest and awareness which will support and facilitate PWC's efforts to provide equal access to employment of people with physical or mental disabilities.

## THE RECOMMENDATIONS

There are two areas in which a clarification of policy direction is required and executive approval sought: building accessibility and access to employment opportunities.

### Building Accessibility

What is the appropriate balance between cost and the provision of accessible accommodation? The recommendations listed below while based on a commitment to accessibility try to define this appropriate balance. All public services should be accessible and employee areas should be sufficiently accessible so that 'architectural barriers' which create barriers to employment are removed.

Access to and use of facilities should be provided for a wide range of users including:

- a person in a wheelchair,
- persons with reduced hearing or seeing ability,
- persons with reduced stamina, strength and dexterity such as the elderly,
- ambulance attendants,
- able-bodied people.

Two norms are suggested which delineate the extent of accessibility to be provided. The following table describes generally the context in which these two norms would be applied.

Norm A, BASIC ACCESS, provides for access to public areas on the main floor; Norm B, COMPREHENSIVE ACCESS, includes, in addition, access to most employee areas. The recommended application of those two Norms is described in the following table.



CONTEXT  ACTION	EXISTING BUILDINGS						NEW CONSTRUCTION
	Short Term Lease or Short Life Expectancy*	Already Modified Under Retrofit Program		Other Smaller Buildings**		Other Larger Buildings	
		No Disabled Employees	Some Disabled Employees	No Disabled Employees	Some Disabled Employees		
NO MODIFICATION	*	*					
NORM A BASIC ACCESS				*			
MODIFIED FOR EMPLOYEES TO A MAXIMUM OF NORM B			*		*		
NORM B COMPREHENSIVE ACCESSIBILITY (Some variation between existing and new construction)						*	*

\* indicates recommended action.

• 2 years for existing lease, 1 year for new lease, 5 year life expectancy

\*\* less than 100 people but could vary according to type of occupancy

The following four guidelines in the interpretation of this table are also recommended.

1. The written approval from the Regional Director General be required in situations where the above principles and guidelines for Norms A and B cannot be applied. In situations where PWC is requested by a client department to provide facilities additional to those suggested by the guidelines, some form of Treasury Board approval would be required prior to implementation.
2. The quality of building modification would be consistent with the government's policy of restraint, but would not be of a quality inferior to that of the remainder of the building.
3. Pending PWC's development of government standards, the technical standards applied be interim D&C standards, except where applicable provincial building codes have more restrictive requirements.
4. That new housing units be designed in such a way as to be easily converted into accessible units; that existing units be modified only when required.

## Access to Employment Opportunities

The following four recommendations and table "Options Relative to Program Requirements" summarize the options available to PWC and recommends those which PWC should adopt to meet the full intent of government policy.

1. It is recommended that PWC adopt the Managerial Responsibility Approach without a specific departmental participation goal. Functional and line managers would be responsible for taking positive steps to increase the hiring, training and career development of people with disabilities. In keeping with other departmental equal opportunity programs, the responsibility for planning and coordinating the Managerial Responsibility Approach would be lodged with the Equal Opportunity Programs Directorate.
2. It is recommended that PWC establish a central fund of \$50,000 to ensure that all employees with disabilities are provided with the equipment, technical aids, ancillary services, or modifications to work station, furniture or location, which they may require to perform their job, and that PWC take steps to ensure that employees are fully aware that such services and equipment are available.
3. It is recommended that PWC identify jobs within the Department suitable for people with mental disabilities, and initiate special efforts to encourage their recruitment into such jobs. It is further recommended that PWC examine the possibility of contracting for the provision of services, and the possibility of developing cooperative programs with associations for people with mental disabilities.
4. It is recommended that PWC ensure that employees who have recently become disabled are provided with every opportunity to remain in the employ of PWC, or elsewhere in the federal government, should they so desire. It is further recommended that retraining be provided as necessary, and there be sufficient flexibility within the departmental organization to accommodate the re-assignment of such employees elsewhere in the Department.

OPTIONS RELATIVE TO PROGRAM REQUIREMENTS\*

OPTIONS

PROGRAM REQUIREMENTS

1. Special Attention in Staffing Process	Traditional Approach: Personnel Handicap Coordinator acts as "mini placement agency". Managers encouraged to train and develop employees with disabilities. Modified personnel practices and procedures to facilitate participation of people with disabilities. Educational/information activities aimed at Personnel community.	Managerial Responsibility Approach: Managers held responsible for taking positive steps to increase participation of people with disabilities. Equal Opportunity Programs Directorate plans and coordinates the implementation of the Approach. Educational/information activities aimed at functional and line managers. There are three possible variations in this Approach: (1) Numerical Departmental Goal with Branch/Regional Targets, (2) Numerical Departmental Goal, (3) No Numerical Goal or Targets.	Special Recruitment and Career Development Program: Personnel Development Division manage a special 2 year program with central pool of personnel with disabilities, designed to meet organizational human resource requirements through the recruitment and development of people with disabilities. Educational/information activities aimed at Personnel community and prospective employers.
2. Access to Training and Career Development	No Action		
3. Increased Awareness of the Needs and Capabilities of People with Disabilities			
4. Provision of Services	Provision of services limited by cost and employment category (e.g., part-time or term). Employees initiates request for services. Manager bears cost of provision.		Central fund established. All reasonable requests for services granted regardless of cost or employment category. Information program to advertise services.
5. Employment of Mentally Disabled	Treasury Board supplied with statistics.	Managers held responsible for taking positive steps to increase the participation of people with mental disabilities.	PWC initiates a special effort to encourage the participation of people with mental disabilities, including the possibility of contracting for services and developing cooperative training programs.
6. Re-employment of Employees Who Have Become Disabled	Treasury Board supplied with statistics.	Managers held responsible for taking steps to facilitate the re-employment of people who have become disabled.	PWC takes steps to ensure that all employees wishing to remain employed are given the opportunity to do so. PWC provides retraining when necessary and creates flexibility within the system to accommodate the reassignment of people elsewhere in the Department.

\*Note: Bold type indicates recommended options.





## I OBJECTIVE

The purpose of this discussion paper is to propose strategic options for setting the future direction of PWC policy and programs relative to providing facilities for and promoting employment of people with disabilities. The strategic options will be developed with a view to ensuring that PWC policy and programs are:

1. Fully consistent with current government policy; and
2. Responsive to concerns articulated within the private sector.

In order to achieve its objective, the Corporate Priority study group will:

1. Examine government policy relative to federal facilities and employment opportunities with respect to people with disabilities, as expressed by Treasury Board and other government agencies;
2. Consider initiatives undertaken at other government levels, and concerns articulated by some private sector associations for people with disabilities;
3. Review the record of PWC's involvement to date in support of government policy; and
4. Identify and assess implications of proposed strategic options.

The discussion paper contains three main chapters dealing with the policy environment, strategic options for building accessibility, and strategic options for equal access to employment opportunities. Recommendations regarding the latter two areas are found within their respective chapters, and summarized for ease of reference in the Executive Summary.





## **II POLICY ENVIRONMENT**

### **1. PWC Role and Responsibilities**

PWC's role in promoting government policy relative to accessibility is twofold:

#### **Provision of Federal Facilities Accessible to and Usable by People with Disabilities**

PWC is directed by its mandate "to manage real property for the Government of Canada and provide planning, design, construction and realty services to government institutions, departments and agencies; while at the same time, contributing to the achievement of the Government's wider social, economic and environmental objectives". PWC's mandate naturally implies that federal facilities be provided to meet other government departments' requirements for accommodation, while at the same time, fulfilling Treasury Board requirements that government buildings accommodate employees with disabilities and be accessible to members of the general public having disabilities (reference March 1978 Policy Statement, "Government Plans for Increasing Opportunities for Employment of Physically and Mentally Handicapped in the Federal Public Service" by then Treasury Board President Robert Andras, Appendix A.

#### **Development of Personnel Program to Increase Employment Opportunities for People with Disabilities**

As an employer of public servants, PWC is responsible for developing personnel policies and procedures which would encourage the hiring and career development of people with disabilities, consistent with central agency direction from Treasury Board and the Public Service Commission. This role is common to all government departments.

The strategic options presented in this discussion paper address both roles.

### **2. Government Policy**

Government policy relative to employment of people with disabilities was clearly enunciated in the March 1978 Policy Statement, "Government Plans for Increasing Opportunities for Employment of Physically and Mentally Handicapped in the Federal Public Service", delivered by the then President of the Treasury Board, the Honourable Robert Andras. The Policy Statement focussed on attitudinal, procedural and physical barriers to the greater participation of people with disabilities in the federal public service. In particular, the position of the government was defined as follows:

With respect to physically handicapped persons, and without regard for the nature of the handicap, it is the policy of the government to provide, and to actively promote, equal access to employment and career development in the federal Public Service in work for which they are considered to be qualified and to ensure that any barriers to such equal access, whether procedural, attitudinal or physical, are progressively eliminated as quickly as possible.

With respect to mentally handicapped persons, it is the policy of the government to promote actively the increased employment of such persons within the federal Public Service in work for which they are considered to be qualified, and to ensure that, where necessary, special measures are utilized in the staffing process to give appropriate recognition to the nature of their handicap.

Particular attention was directed to the problems posed by physical barriers to the accessibility and usability of federal government buildings. It was pointed out that many such buildings, whether owned or rented, lacked parking facilities, ramps, handrails, elevators or washrooms suited to the needs of people with disabilities. The Policy Statement assigned special responsibility to PWC "to coordinate studies of how to, by 1983, fully convert all government owned or leased buildings in which handicapped people might be employed".

It has been the intention of successive governments to reinforce and further develop the policy established by the March 1978 announcement. Treasury Board has continued to provide direction for the programs of individual departments, with the assistance of the Handicap Advisory Committee composed of representatives from the private sector. The President of the Treasury Board has issued statements to assure departments that the current program of expenditure restraint need not constrain the activities of departments and agencies aimed at promoting the employment of people with disabilities. The formation of a new Parliamentary Committee to deal particularly with the problems faced by people with disabilities was announced in the Speech from the Throne in October 1979, and debated on November 29, 1979 (Appendix A).

The Report of the Standing Senate Committee on National Finance on the Accommodation Program of PWC, released in September 1978, made reference to the concerns expressed by several associations for persons with disabilities, that federal buildings in many areas were still inaccessible to their members. With its Conclusion No. 44, the Senate Committee's Report agreed that federal buildings should in principle be accessible to people with disabilities. At the time of the Report's release, it had been general departmental practice since 1973 to apply Supplement No. 5 to the National Building Code of Canada as a standard for making all new buildings, major renovations to existing buildings, and where possible, leased accommodation accessible to people with disabilities. However, Supplement No. 5 is no longer in line with federal government policy.

### **3. Initiatives at Other Government Levels**

Federal government policy on promoting employment opportunities for people with disabilities has been paralleled or preceded by initiatives undertaken at the municipal, provincial and international levels.

Considerable activity is in progress at the municipal government level, as demonstrated by the establishment by the City of Ottawa of an Advisory Committee of persons with disabilities and city staff to review policies affecting the disabled. The Committee's objective is to review municipal policies regarding transportation, employment, housing, human rights, and other areas, as well as to comment on policies of other levels of government that have an impact on the people living in the City of Ottawa. The municipal government of Toronto and those of other cities across Canada have set up similar bodies to propose and implement policy options relative to people with disabilities.

Provincial building codes and human rights legislation have served to remove many of the barriers faced by people with disabilities when seeking to engage themselves in employment or other activities. The recently revised B.C. Building Code is a considerable advance upon Supplement No. 5 to the National Building Code of Canada. In Quebec, legislation outlines detailed requirements to be met by an institution which employs more than fifty people, as a means of broadening the employment opportunities open to people with disabilities (see Appendix A).



On 9 December 1975, the United Nations General Assembly adopted the Declaration of Rights of Disabled Persons, affirming the right of disabled persons "according to their capabilities, to secure and retain employment or to engage in a useful, productive and remunerative occupation and to join trade unions" (Paragraph 7). In support of the principles embodied in the Declaration, the United Nations General Assembly has designated 1981 as "International Year for Disabled Persons" in order to promote these rights.

#### **4. Private Sector Concerns**

The growth of associations in the private sector composed of either people with disabilities or people assisting those with disabilities, has drawn attention to the accessibility problem and posed the question of government action. The concern that people with disabilities should achieve a full and equal status in Canadian society has been articulated at the national level by the Coalition of Provincial Organizations of the Handicapped (COPOH), an organization recognized and receiving financial assistance from the Secretary of State and the Canadian Employment and Immigration Commission. Resolutions passed at a recent convention focussed on federal government legislation and programs, and voiced the need to considerably expand upon action taken by the government to date. In particular, the President of the Treasury Board was requested to undertake specific steps to implement an Equal Opportunity Employment Program for workers with disabilities within the federal public service, and furthermore, to ensure that all federal government owned or leased buildings be accessible and usable by Canadians with disabilities, by a previously announced target date of 1981. Progress achieved by the government, and Public Works Canada particularly, in responding to demands such as these will come under review at the World Congress of Rehabilitation International, to be held in Winnipeg in June of this year, during which 6,000 leaders of associations will discuss themes relating to the removal of barriers to the full integration in society of people with disabilities. The increasing coverage of accessibility problems in the news media has reinforced concerns expressed by private sector associations (see Appendix B).

## **5. PWC Involvement**

### **Background**

Since 1973, it has been general departmental policy to apply Supplement No. 5 to the NBCC in the design and construction of new, Crown-owned buildings and wherever possible, to undertake major renovations to Crown-owned facilities in conformance with Supplement No. 5. In 1976, a program was initiated to survey existing Crown-owned buildings and leased premises to identify alterations required to ensure their accessibility to people with disabilities. One result of the survey was the launching of a five to ten year Building Conversion Program, designed to renovate existing Crown-owned and leased buildings by providing facilities and removing structural barriers according to the standards set out in Supplement No. 5. Treasury Board has given approval in principle to a funding level of \$20,099,000 for the Program. With respect to Personnel programs to encourage employment and career development of federal employees with disabilities, little significant action has been taken to date, pending the release from Treasury Board of approved guidelines for departmental programs and activities. Each of these activities has been subject to the common problem of having to proceed in the absence of a well defined, overall policy framework which would give direction, set priorities, resolve conflicts as may exist with other departmental policies, and establish a single focal point for managing the implementation of various program activities. In light of this difficulty, PWC's Employment of People with Handicaps program was designated a Corporate Priority as a means of ensuring a careful review of the area.

### **Current Situation**

While a major review of the Department's Employment of People with Handicaps program has been progressing, and pending Executive Committee approval of a strategic options paper to direct future activity, the Corporate Priority team has identified and implemented some major improvements to the Building Conversion Program. Regional Directors General have been clearly designated as responsible and accountable for progress achieved within respective Regions, and associations supporting people with disabilities are being contacted for their assistance in establishing reasonable priorities and conducting evaluation of completed renovations. In addition, D&C Managers are to play a greater role in determining the design solutions chosen in each case to ensure accessibility to and usability by people with disabilities. The Equal Opportunity Programs Directorate

has been charged with ensuring the successful implementation of the departmental program for people with disabilities, in all its aspects. With respect to developing an expanded and improved set of standards and guidelines beyond those outlined in Supplement No. 5, the Minister of PWC has corresponded with the President of the Treasury Board on this subject, and has undertaken a commitment on behalf of the Department that work will proceed on developing such standards and guidelines for application by PWC and other government departments, with the possibility of applications in the private sector.

## **6. Problem/Opportunity**

The requirement for federal facilities which accommodate the broadest possible range of users presents a potential problem or potential opportunity for PWC, depending on the position the Department adopts. PWC can expect to be held fully accountable in the near future by an increasingly vocal public and public interest groups for the fulfillment of the PWC mandate in providing federal facilities which do more than physically house government operations. Such events as the World Conference of Rehabilitation International in Winnipeg this June and the International Year of the Disabled in 1981 will focus public attention on the extent to which PWC provides facilities which serve broader government objectives as well, particularly in the area of social policy. The requirement is consistent with the view held by the Department that buildings should conform to the needs of the users rather than the reverse, and that buildings in a broader sense reflect and promote societal values. Thus, in responding to a problem, PWC has the opportunity to demonstrate commitment to the departmental mandate in the view of other government departments and that of the public at large.

Treasury Board policy and private sector concerns reflect their recognition of a more fundamental problem, and the necessity to address it with positive action. The problem of accessibility to buildings or employment opportunities occurs at several levels:

1. Many people are excluded from the daily life of society, from realizing their full potential, because they are without access to buildings in which employment, recreational, residential and other activities occur.



2. Buildings are inaccessible (or accessible but inconvenient and unsafe) because they are designed and constructed for too narrow a range of users, i.e., for 'typical able-bodied users'. Architectural barriers reflect and are reinforced by attitudinal barriers, both of which affect equal access to employment opportunities.
3. Consideration of a wider range of users is not yet an accepted part of the tradition of building construction, as is the consideration of costs or structural integrity, and as energy conservation is becoming.



### III STRATEGIC OPTIONS FOR BUILDING ACCESSIBILITY

The options open to PWC and their consequences are discussed under the following headings;

1. **Basic Assumptions.** What are our assumptions regarding attitudes and design philosophies which relate to the route PWC is to take?
2. **Target Population.** Whom are we considering when we are trying to increase accessibility for people with physical or mental disabilities?
3. **Scope of Application.** To what extent are we going to make our buildings accessible in the variety of contexts faced by PWC?
4. **Mode of Provision.** In what manner are we going to make the required provisions?
5. **Option Consequences.** What are the major aspects to be balanced when choosing an option?
6. **Specific Options.** What are the specific options that could be adopted?
7. **Recommendations.** In light of the above considerations, what are the recommendations?

#### 1. Basic Assumptions

The foregoing section on policy environment has described various aspects of the accessibility problem and some of the more relevant aspects of its policy context. In order to approach the problem consistently, it is necessary to understand the general stance or approach that this department may adopt. The basic assumptions are listed here while Appendix C provides a more detailed discussion.

- (1) PWC recognizes its responsibilities, accepts society's changing values, and will take the opportunity to make accessibility a thoroughly accepted part of the provision of accommodation.
- (2) PWC, consistent with its mandate, sees its prime objective regarding accessibility as one of improving government buildings. It is, however, recognized that the attitudinal problem is more basic and PWC will work towards having accessibility included as part of its normal design and leasing practices. As a secondary objective, PWC will attempt to support accessibility in the private sector, primarily by example and provision of information.

- (3) The "ghettoization" of people with physical disabilities into specialized facilities is not consistent with broader government objectives, which include the removal of artificial barriers to people's involvement in the daily life of society. Therefore, policies which encourage accessibility to all buildings will be promoted. Operational measures may be temporarily used to alleviate architectural barriers but they are not seen as a proper solution if it encourages specialized treatment of people with disabilities.

## 2. Target Population

The problem, as stated previously, centres on the fact that the range of users taken into consideration during the design stages is too narrow. How far can the range be expanded? What models of ability are to be used? What levels of ability within these models are to be used and for which contexts?

The statistics available on the question of how many people are disabled, are difficult to interpret. One authority describes the range of estimates of people in the US population who can be expected to benefit from the removal of architectural barriers as follows:

- |                   |  |
|-------------------|--|
| From: 1.7 to 2.2% | - those needing help for mobility and personal care and being severely disabled. |
| To: over 11.6%    | - limited ability to do any usual everyday activity.                             |

(See Appendix D for more detailed statistics.)

Until recently, the major problem identified involved barriers to the movement of a person in a wheelchair. The assumption was made that if the access problems of a person in a wheelchair were resolved, the problems of people with other physical disabilities would be resolved as well. This view, somewhat modified, has been the basis for Supplement No. 5 to the National Building Code, the standard now used by PWC. The option of applying Supplement No. 5 is not now realistic for PWC in view of recent government statements which indicate that 'the handicapped' are a much broader group than people who use wheelchairs.



More recent standards such as the building code for the province of British Columbia, Quebec's human rights' legislation and the new building code by ANSI (American National Standards Institute) have recognized hearing and seeing problems as well. Ambulance attendants are receiving increased attention but people with severe allergies or respiratory conditions are not as yet generally included in the current list of those people for whom buildings act as barriers because of a lack of information.

The following table lists areas of physical disability in relation to some sample building problems:

PROBLEMS	EXAMPLES OF BUILDING PROBLEMS
1. MOBILITY    - in a wheelchair  - crutches, canes, walking  - other ambulant disabled	- steps, narrow entrances, toilet stalls, turnstiles  - slippery floors, heavy doors  - long flights of stairs
2. DEXTERITY	- door handles and locks, taps, handrails
3. PERCEPTION - hearing  - seeing	- telephone, fire alarm, public address system  - signage, orientation, obstructions
4. STAMINA	- long ramps or stairs
5. STRENGTH	- heavy doors
6. SPEED	- length of time too short from elevator arrival to door closing, revolving doors too fast
7. REACH	- storage too high or too low, elevator control buttons out of reach, fire alarm out of reach
8. EYE LEVEL	- washroom mirrors, service counters, signage

The extent of ability is perhaps more difficult to specify than the range of ability, but is nonetheless equally important for the provision of an adequate design base. A person in a wheelchair with good use of his arms will have fewer difficulties than a quadriplegic who uses an electric wheelchair.

Children, who are sometimes considered disabled because of their size and strength, do use some Government buildings such as museums and post offices. Access provisions for the elderly or a person in a wheelchair usually allow a facility to be used by children as well as by people with baby carriages or freight dollies.

For perceptual disabilities the model considered for employees should probably be a person with no vision or a person with no hearing.

Able-bodied people are included to ensure that the facilities can be used by all people as far as possible and that the use of facilities is not limited to a small group.

### **3. Scope of Application**

The following three factors affect the extent to which buildings can be modified: (1) ownership, (2) malleability, and (3) level of demand.

#### **Ownership**

There are two main areas of concern: buildings owned by PWC and buildings leased by PWC. Does PWC choose to treat its own buildings differently from those it leases? To what extent would PWC renovate a building with a short term lease?

Buildings owned by PWC would probably be in use for a longer period of time than those which it leases. However, there are some exceptions, such as the temporary buildings now being demolished.

## **Building Malleability**

Some buildings could easily be made reasonably accessible at little cost; others would be very expensive. Existing heritage buildings could - at considerable expense - require extensive modifications, undertaken with great care to avoid reducing their heritage value. On the other hand, new buildings with accessibility designed into them would cost very little extra (approximately 1/2 of 1 percent). An exception to this cost estimate is a small two storey building where elevators are required.

## **Level of Demand**

Some buildings may never be used by a person who has a physical disability. Some buildings which house high hazard activities or remote buildings may never need to be made accessible. Other buildings may be used daily or weekly. Buildings such as museums or the Parliament Buildings receive a large number of visitors each year. Employment centres are important areas for accessibility, in view of the fact that the government is trying to encourage the hiring of people with disabilities. Appendix E contains a more detailed outline of government environments that could be considered in more detail.

Since the government office population is concentrated in larger offices accessibility modifications to these larger offices result in lower per person costs. Appendix F contains a diagram which relates the number of offices to the percent of total office population contained in those offices. It shows for example that if offices with over 100 people were made accessible only 10 percent of the buildings would be involved and about 70 percent of the office workers would be in accessible offices.

#### **4. Mode of Provision**

Should accessibility be provided all at once, in several phases, or on an "as required" basis? Can operational solutions be used instead of architectural ones in some situations?

The cost of making new buildings accessible is negligible. Modifications to existing buildings, however, do involve considerable expense. In light of this, it would seem reasonable to provide complete accessibility for new buildings and modify existing buildings on an "as required" basis. There is however an immediate requirement to provide access to public service areas, and to employee areas where an employee is or is about to be hired. The extent of such provision may be less than complete accessibility. If, for example, a person with a hearing problem were hired, elevators to the second floor and washroom modifications would not necessarily be required. This area of decision making will always require some judgement but more definitive guidelines would help the regions make more consistent decisions in line with government policy.

Accessibility problems are now occasionally solved by operational rather than architectural means. For example, interviews which are normally conducted in an inaccessible building could be held in another, accessible building. Accessible hotel rooms have been rented for short terms for this purpose. Some services are provided in people's homes; the service moves to the people instead of the people moving to the service.

#### **5. Option Consequences**

When considering the various options open to PWC, society's demand for accessibility requires balancing with: (1) the technical reality that for some people no amount of building modification will allow them to operate independently, and (2) the economic reality that in a time of constraint, there are limits to the resources available for expenditures. The policy question thus becomes one of where the line is drawn in an attempt to maximize accessibility and minimize costs.

The government is committed to accessibility and as the program encouraging the hiring of disabled people in the government gets underway there will be increasing demands for accessibility. PWC must be prepared with a policy to respond to these demands in a way which involves a reasonable expenditure.



There is little conflict with new construction because the costs of complete accessibility are negligible. Modifying existing buildings can, however, involve considerable expense (See Appendix G):

Exterior ramps	\$3,000 - \$15,000
Washroom modifications	\$2,000
Install elevator	\$60,000

By concentrating on large buildings the need to install an elevator is reduced and the cost per employee is reduced. Not modifying buildings where we have short term leases and encouraging new leases to be in buildings which are already accessible is another way to reduce the costs of an accessibility program.

Nevertheless there will be situations where a person in a wheelchair is hired to work in a small building with no elevator access to the second floor. In order to provide equal access an elevator is required. These situations can be reduced in number by doing the work on an 'as required' basis. There are many people with disabilities who do not require an elevator. The option of using smaller lifts instead of elevators should also be considered.

## 6. Specific Options

### OPTION 1 NO ACTION

Given the general public's attitude, current government policy, and the support that accessibility has received from successive governments, this does not appear to be an option that PWC would consider.

### OPTION 2 OPERATIONAL MODIFICATION RATHER THAN ARCHITECTURAL MODIFICATION

This option, while it may be satisfactory as a temporary solution, does little to increase employment opportunities. In addition, the option would continue to encourage a negative image which focuses on disabilities and differences rather than abilities and similarities.

OPTION 3 MINIMUM PROVISION ACCORDING TO  
SUPPLEMENT NO. 5

This is the standard currently used in the retrofit program, with some variation in interpretation. The standard represents the minimum that could be done while still claiming that a building is accessible. It is PWC's minimum option and would cost an estimated \$21 M for existing buildings. This option is oriented primarily towards the public's use of buildings, and does not ensure that buildings would be accessible to employees.

OPTION 4 COMPREHENSIVE ACCESSIBILITY  
ACCORDING TO MORE RECENT  
STANDARDS, SUCH AS B.C. BUILDING  
CODE, PART 10 or A.N.S.I. CODE

The use of the B.C. code or the new ANSI code would provide for access for employees as well as for the public. The cost of this option, when applied to existing buildings, would be considerable. Numerous elevators at a cost of about \$60,000 each would represent only a part of the cost. The government's policy is, however, directed towards the reduction of barriers to the employment of people with physical disabilities. If an employee is to work in a building with equal opportunity, he or she must also have equal access possibilities as well. The use of this kind of standard for new buildings does not appear to pose problems and has little influence on costs in most cases.

OPTION 5 COMPREHENSIVE ACCESSIBILITY OF ALL  
BUILDINGS TO EVERYONE

This option, while it may be a desirable goal, cannot be achieved in the near future since it is neither technically feasible nor possible, without the expenditure of large amounts of money.

OPTION 6 COMBINED APPROACH

This approach involves minimum accessibility for small and medium sized existing buildings and, comprehensive accessibility on new buildings, large existing buildings and up to comprehensive accessibility on existing buildings when required.

This option appears to provide a maximum amount of accessibility for the money spent while still complying with the intent of the government's accessibility objectives. It would cost more than initially anticipated for the retrofit program because employees would be considered as well as the public.

## **7. Recommendations for Building Accessibility**

### **Principles**

It is recommended that PWC endorse as policy the following three principles:

1. PWC managed buildings should be accessible to and safely usable by a broad range of users, including the following:
  - (1) A person in a wheelchair,
  - (2) Persons with reduced hearing or seeing ability,
  - (3) Persons with reduced stamina, strength, dexterity and speed, such as elderly people,
  - (4) Ambulance attendants,
  - (5) Able-bodied people.
2. All public services should be available in areas which are accessible.
3. All employee areas should be accessible and safely usable to the extent required so that equal access to employment opportunities is provided.

### **Guidelines**

It is recommended that the general principles be interpreted and implemented according to guidelines which specify two basic norms or standards. The two norms would establish the degree of accessibility to be provided in each type of building managed by PWC. As indicated in the description below, the first norm - Basic Access - would apply to almost all buildings. The second norm - Comprehensive Access - would apply to most new buildings and to existing buildings where required.

## NORM A - BASIC ACCESS

Basic Access would include accessibility for:

1. Parking facilities, where parking is normally provided or where accessible parking is not readily available.
2. The route from the parking areas and local public transit stop, through a main entrance to all main floor public areas. Where some public services are provided in inaccessible areas, provision should be made to provide these services on an 'as required' basis in an accessible area.
3. When telephones, elevators or washrooms are provided for the public, they should be accessible to and usable by persons with physical disabilities.

## NORM B - COMPREHENSIVE ACCESS

Comprehensive Access would include, in addition to Basic Access, accessibility to:

1. All office areas, including on-floor storage areas, meeting rooms, xerox machines, and index files in libraries.
2. A reasonable number of service areas, such as washrooms and elevators, when they are provided.
3. Other areas provided for employees, such as cafeterias, lounges, recreation areas, and exterior walkways.

Access would not normally be provided for boiler rooms, roofs and other service areas, for some specialized equipment, and for high hazard areas. Norm B may be somewhat reduced when applied to existing buildings, e.g. one washroom as opposed to one per floor.



## Application of Guidelines

It is recommended that Norm A - Basic Access - and Norm B - Comprehensive Access - be applied to new and existing buildings according to the following table:

CONTEXT  ACTION	EXISTING BUILDINGS						NEW CONSTRUCTION
	Short Term Lease or Short Life Expectancy*	Already Modified Under Retrofit Program		Other Smaller Buildings**		Other Larger Buildings	
		No Disabled Employees	Some Disabled Employees	No Disabled Employees	Some Disabled Employees		
NO MODIFICATION	*	*					
NORM A BASIC ACCESS				*			
MODIFIED FOR EMPLOYEES TO A MAXIMUM OF NORM B			*		*		
NORM B COMPREHENSIVE ACCESSIBILITY (Some variation between existing and new construction)						*	*

\* indicates recommended action.

\* 2 years for existing lease, 1 year for new lease, 5 year life expectancy

\*\* less than 100 people but could vary according to type of occupancy

The following four guidelines are also recommended:

1. The written approval from the Regional Director General be required in situations where the above principles and guidelines for Norms A and B cannot be applied. In situations where PWC is requested by a client department to provide facilities additional to those suggested by the guidelines, some form of Treasury Board approval would be required prior to implementation.
2. The quality of building modification would be consistent with the government's policy of restraint, but would not be of a quality inferior to that of the remainder of the building.
3. The technical standards applied be interim D&C standards except where applicable provincial building codes have more restrictive requirements.
4. That new housing units be designed in such a way as to be easily converted into accessible units; that existing units be modified only when required.

## **Program of Complementary Activities**

It is recommended that a PWC activity program be developed in detail and undertaken, in order to more fully realize the above mentioned principles and guidelines. The program would serve additionally to ensure that PWC activities are consistent with current government policy and responsive to concerns articulated by the public. The program should concentrate on the following activities:

1. Developing technical standards as requested by the Treasury Board. Appendix H outlines a program for this activity.
2. Developing interim leasing guidelines.
3. Conducting evaluations of:
  - (1) Modifications made to existing buildings,
  - (2) New building construction,
  - (3) Principles and guidelines proposed in this Paper,
  - (4) Cost consequences of interim design and leasing guidelines or standards.
4. Providing an educational program to ensure that PWC responsibility centres are fully informed (D&C, Property Administration, Personnel).
5. Involving local organizations which represent people with physical disabilities in the priority setting of retrofit projects and in the evaluation of completed works.
6. Providing, through PR&IS, a network to receive suggestions or inquiries, and to direct them to the appropriate PWC spokesperson.
7. Developing, as required, additional design information such as:
  - (1) Cost estimating data,
  - (2) Building products library,
  - (3) Quality guidelines.
8. Exploring the possibility of extending the list of users to include, for example, people with respiratory conditions or allergies.

9. Examining other areas of departmental interest, and making recommendations to resolve possible conflicts between accessibility requirements and other policy interests such as heritage preservation, federal identity, energy conservation, and life safety from fire.
10. Assessing the extent of provision required, with respect to special situations with OGD's (e.g., polling stations, postal terminals, Northern housing, penitentiaries).





#### IV STRATEGIC OPTIONS: EQUAL ACCESS TO EMPLOYMENT OPPORTUNITIES

##### 1. Definition\*

The term "physically disabled" refers to any physical disability, infirmity, malformation or disfigurement caused by bodily injury, birth defect or illness, and including epilepsy; any degree of paralysis, amputation, lack of physical coordination, blindness or visual impediment, deafness or hearing impediment, and physical reliance on a seeing eye dog, wheelchair, or other remedial appliance or device which creates problems in finding employment which would not be encountered by a person of equivalent potential competence without the disability.

The term "mentally disabled" refers to a person whose learning or comprehension capacity is significantly less than that normally expected from someone of his or her age and experience, but who is capable of performing some tasks in a reliable manner under a reasonable amount of supervision.

##### 2. Current Employment Situation

There are three major issues concerning the employment of the disabled. The first is that there are many capable, willing and motivated people with disabilities who are unemployed. It is estimated that between 7% to 14% of Canadians are either physically or mentally disabled; that approximately 4.5% or 460,000 Canadians are disabled and employable; yet less than 1% of employed Canadians are disabled.

The second area of concern relates to those people with disabilities who are presently employed. It is felt that they may not be provided with the necessary technical aids or services they require to do their job well, and that they are not being given equal access to career development and promotional opportunities.

The third point concerns those people who have become disabled since working for the federal government. According to a survey of Workmen's Compensation, insurance companies, and rehabilitation offices dealing with the disabled, conducted by Treasury Board Secretariat, private industry reemploys approximately 90% of such people while the federal government reemploys approximately 30%. The concern here is that we are not providing our employees with the opportunity to remain employed.

\*"Employment of Physically and Mentally Handicapped People in the Federal Public Service", The Report of the Joint Public Service Commission and Department of Manpower and Immigration Study Team, April 6, 1977, Virginia C. Miller, Helen J. Morton.

There are four major reasons for the employment situation of the disabled:

1. Employment practices and procedures discriminate against people with disabilities;
2. Special equipment, technical aids and ancillary services are not readily available to people with disabilities;
3. Architectural barriers restrict access and usability of buildings by people with disabilities; and
4. Attitudes and misconceptions held by people have limited the employment for people with disabilities.

### Employment Practices and Procedures

Certain elements of job descriptions, statements of qualifications, advertising, testing and assessment techniques, as well as the fundamentals of job design themselves, can pose particular barriers to the recruitment and promotion of people with disabilities. For example, a blind person cannot read a job competition poster or newspaper advertisement. A congenitally deaf person with a slowness of speech is wrongly assessed as having low intelligence. Job descriptions contain occasional minor duties such as telephone work which eliminate a deaf person. Job arrangements such as self supervision, job sharing, part time work or work done at home which would allow many disabled people to work are not actively encouraged by management.

### Special Equipment, Aids and Services

People with disabilities may require special equipment or aids to do their job well. While we would not deny a typist a \$2,000 typewriter, we do not routinely provide a hard of hearing person with a telephone amplifier or printout device. While we provide a manager with a secretary to take dictation, we do not normally consider providing a blind person with a person to read to them. While we automatically provide furniture, telephones and special equipment to employees, we do not automatically provide minor modifications to them that would assist a person with a disability.

## Architectural Barriers

Architectural Barriers are discussed in Chapter III,  
STRATEGIC OPTIONS: BUILDING ACCESSIBILITY

## Attitudinal Barriers

Attitudes are probably the most significant barrier of all for people with disabilities. Employment practices and procedures, architectural barriers, and the lack of automatic provision of equipment and services are merely symptoms of the attitudes we hold. We make assumptions about what people with disabilities can or cannot do. If we assume a person who is blind, deaf or in a wheelchair cannot travel, attend meetings, talk on the telephone, or read files, we will not consider them for a job containing those duties. The concern here is that our assumptions and beliefs are based on ignorance and myth. Some common examples of these assumptions are the belief that employing people with disabilities involves increased production costs, higher accident rates, lower quality of work, extra training and extra supervision. Studies have shown that these are misconceptions and that in fact the reverse is true.

### 3. Government Policy

The government has recognized the barriers to employment for disabled people and has developed guidelines to counteract them. The Treasury Board "Draft Planning Guidelines to Augment Employment of those with Physical or Mental Handicaps in the Federal Public Service" (see Appendix I) hold departments accountable for taking positive steps to increase the participation of people with disabilities and ensure attitudes and employment practices do not discriminate against them. The activities proposed in the Treasury Board guidelines are aimed at ensuring that:

1. Special attention is given to people with disabilities in the staffing process;
2. Equal access to training and career development is provided;
3. Myths and misunderstandings about the abilities and requirements of disabled people are eradicated;
4. Office facilities, equipment and other necessary ancillary services are provided;
5. Special attention is given to the hiring of people with mental disabilities; and
6. Every possible effort is made to reemploy people who have become disabled while working for the Public Service.



The Treasury Board guidelines are nonrestrictive in that it is not necessary to submit a formal work plan, nor to do all the suggested activities. Instead, PWC is asked to notify Treasury Board regarding those areas in which improvements are expected and any other initiatives PWC intends to pursue. The guidelines therefore allow for a broad range of response.

#### **4. Options Relative to Implementation Strategies**

The following options outline approaches PWC could adopt in order to meet the intent of government policy.

##### **(1) Traditional Approach**

In keeping with the historical practice of placing "people" programs and issues in Personnel, the onus and the responsibility for the employment of people with disabilities would be assigned to Personnel. One personnel officer in each region and at HQ would be assigned the role of Handicap Coordinator and be given the added duties of facilitating the employment opportunities for individuals with disabilities. Any and all issues concerning the disabled would be channeled to the Coordinator.

##### **Operational Implications**

The Coordinator would act in the capacity of placement agency, counsellor, advocate, advisor, intermediary, liaison officer and data provider to central agencies. Efforts to remove barriers in employment practices and procedures, and in attitudes, could range from individual consultation to formal training sessions. The initiative of the Coordinator and the support of the Personnel Branch would be key to the success of the program. Provision of equipment and services would be arranged by the Coordinator with appropriate line managers.

##### **Advantages**

Present resource levels could probably absorb the additional role of Handicap Coordinator; therefore no additional person years would be required. The skills and knowledge surrounding recruitment, career development and training are readily available. Barriers in employment practices and procedures controlled by Personnel could be easily and quickly removed.

## Disadvantages

The scope of program efforts is narrowed to only those items considered Personnel issues. This implies that Personnel practices and procedures are the primary source of barriers to equal access. The approach assumes that Personnel is highly influential in the hiring, development, promotion and reemployment of people. While Personnel can advise, counsel and encourage managers to hire, promote, train and reemploy people, it is ultimately the manager who decides. In that the responsibility for the program would be one of many duties, the amount of time and effort directed to it would be limited. It is feared that the results obtained would depend very much on the initiative, energy and influence of the Coordinator. If no central direction is provided, Regional variation would be a potential problem. This is primarily an ad hoc, reactive approach, with the Coordinator responding to specific situations and requests. Utilizing this approach, the progress in increasing the participation of people with disabilities within PWC could potentially be quite slow.

## **(2) Special Recruitment and Development Program**

PWC would establish a special program to meet organizational human resources needs through the recruitment and development of people with disabilities. The Career Development Division would be given program responsibility, and operate and control a central pool of person-years and a training fund provided for the program. As with the Administrative Trainee Program, individually tailored development plans combining formal training and work assignments would provide the trainee with the skills, knowledge and experience required by the organization. Upon completion of the developmental experience, usually eighteen months to two years, the employee would be absorbed into organization. The program would be a two year pilot project, and would require an exclusion order from the Public Service Commission. The approach has received approval in principle from Cabinet, and therefore the probability of getting such an exclusion order is quite high.

## Operational Implications

The mechanisms and procedures to provide such a program would be similar to those of the Administrative Trainee Program. Additional resources would be required to administer the program. The Department would supply the person-years and the budget for training (approximately \$2,000 per year per trainee). Barriers to employment practices and procedures would be identified and eliminated as they occur in the recruitment and training activities. Much of the attitudinal change would be handled informally and on a personal basis, while the Program Officer consults with prospective employers. The Career Development Unit would also sponsor formal training sessions to heighten departmental awareness of the needs and capabilities of people with disabilities. The provision of equipment and services would be coordinated and funded by the program.

## Advantages

The Special Recruitment and Development Program is a quick and highly visible approach. The "program" approach, through its person-year and training fund incentive, virtually guarantees increased participation of people having disabilities within two years. Provided that the impact of working with, or seeing, trainees with disabilities at work has a positive impact on the Department, this two year program may conceivably be the only effort the Department need undertake to ensure equal access to employment opportunities for people with disabilities. Development of systems and procedures would be minimal, as the program could parallel those established for the Administrative Trainee Program. The program would respond to and satisfy organizational need, while providing much needed work experience and skills to people with disabilities. Because it is centrally planned and controlled, the program's operation could be easily monitored, controlled and evaluated.

## Disadvantages

Because the primary focus of the approach is on recruitment, it does not facilitate employment opportunities for those presently employed or those seeking reemployment. It is a short term effort, in that the exclusion order would be for a maximum of two years. It requires a significant increase in resources when restraint has already stretched them to the limit. Because it contains incentives such as free person-years and training dollars, it does not need to rely on commitment to the same extent as other approaches. The concern is that it will not effect permanent change in attitudes and practices that are presently barriers to employment; and that when the program and incentives stop, so would the desired results. As with any other person-year pool, there is the risk that it may be misused to meet other operational requirements. In times of restraint, when there are fewer positions in the organization, integrating the person from the special program into the organization becomes a difficult problem. Since the approach utilizes an exclusion order, it implies that people with disabilities require special treatment. The organizations for the disabled are asking for equal access, not special access, and therefore would not likely favour this approach.

### **(3) Managerial Responsibility Approach**

The responsibility for taking positive steps to increase the participation of people with disabilities would be entrusted to all functional and line managers.

#### Operational Implications

The Equal Opportunity Program Directorate (EOPD) would direct and coordinate the Department's effort to ensure equal access to employment opportunities for people with disabilities. EOPD would be responsible for ensuring that branches of the Department make specific commitments to take positive initiatives to hire, promote, develop and reemploy people with disabilities, and to remove those barriers to employment or opportunities over which they have control. EOPD would monitor and evaluate the Department's efforts to improve participation of the disabled. While the emphasis of the attitudinal change effort would be on an individual, personal basis, formal training/information sessions would be sponsored by EOPD if the situation demands. EOPD would ensure that equipment aids and services are provided to employees with disabilities. One additional person year would be required to plan and implement the approach within PWC. Senior management's visible commitment and support is essential to the success of this approach.



## Advantages

The Managerial Responsibility Approach is broad in scope; it ensures that departmental effort addresses all barriers to employment opportunities. It places the responsibility for taking positive action with those in a position to do so. It promotes the active involvement necessary to identify and eliminate employment barriers. It can be integrated into departmental systems, and it is compatible with other departmental Equal Opportunity Programs. It is based on equal access rather than special access, and is the approach favoured by Treasury Board Secretariat.

Within the Managerial Responsibility Approach, there are three possible variations, each having their own particular advantages and disadvantages.

### A. Managerial Responsibility - Departmental Goal with Branch/Regional Targets

This method involves setting an overall numerical department goal, with supporting numerical targets assigned to individual branches and regions.

#### Advantages

This method would hold managers accountable for taking positive concrete steps; therefore, the potential for effectiveness is high. It also provides a useful measure for evaluating results achieved.

#### Disadvantages

The history of targets and quotas in Sweden, Britain and the U.S. shows this to be an ineffective method of improving participation. The tendency is to have a preponderance of mildly disabled people in the lower echelons of the organization. Because the imposing of targets and quotas is perceived as being insensitive to managers' recruitment and operational problems, it seems to foster resentment and resistance. In addition, targets and quotas potentially can add to a disabled person's sense of inadequacy, by making that person feel part of a statistical or "token" effort. Targets unfortunately reinforce the assumption that a manager must be forced or coerced into hiring a person with disabilities.

### B. Managerial Responsibility - Departmental Goal

This method involves the establishing of a numerical goal for the Department as a whole, but no specific targets for individual Branches.

### Advantages

The setting of a departmental goal demonstrates senior management commitment, and therefore ensures credibility and support for the program. The departmental goal would serve as a focus for departmental activities and provide direction for individual managerial efforts. The organization would still be allowed sufficient flexibility to choose the areas most appropriate for positive action.

### Disadvantages

Due to the numerical base, it is possible that managerial efforts would tend to focus on the statistical aspect rather than on the broader spirit and intent of government policy. As with targets, the use of goals has the unfortunate implication that managers will take positive steps only with the kind of encouragement goal setting provides.

### C. Managerial Responsibility - No Specific Departmental Goal

In this method, managers are asked to voluntarily take steps to increase the participation of people with disabilities within PWC.

### Advantages

The focus of the method is on gaining commitment to bring about desired results. It concentrates on working with managers who are receptive and interested in providing equal opportunity to people with disabilities, rather than with those presently opposed or disinterested. It is hoped that their efforts to recruit, develop or reemploy people with disabilities will serve as positive models for other managers. The emphasis is on encouraging and rewarding action, rather than relying on those who, for operational or human resource reasons, are not presently able to take positive steps.

### Disadvantages

Progress in increasing the participation of people with disabilities may be less rapid than with a system of targets. In addition, evaluation is more difficult.

**It is recommended that:**

**PWC adopt the Managerial Responsibility Approach without a specific departmental participation goal. Functional and line managers would be responsible for taking positive steps to increase the hiring, training and career development of people with disabilities. In keeping with other departmental equal opportunity programs, the responsibility for planning and coordinating the implementation of the Managerial Responsibility Approach would be lodged with the Equal Opportunity Programs Directorate.**

The above recommendation is based on the assumption that:

1. Managers are not consciously discriminating against people with disabilities; with an increased understanding of the capabilities of these people and the barriers facing them, managers will voluntarily take steps to correct the situation.
2. People with disabilities want equal access to employment opportunities rather than special access.
3. The most effective way of raising awareness of the needs and capabilities of people with disabilities is by having able-bodied people see people with disabilities at work (modelling effect).
4. The Year of the Disabled will have a powerful and positive impact on attitudes and awareness regarding the needs and capabilities of people with disabilities.

**5. Options Relative  
To Basic Program  
Requirements**

The preceding section put forward alternative strategies for implementing a program that would be comprised of such activities as staffing, training and career development, educational activities to promote increased awareness, provision of special aids, employment of people with mental disabilities, and the re-employment of people only recently disabled. The latter three raise particular issues which require further clarification and direction, relative to a range of options.

## **Provision of Services**

Some people with physical disabilities require work-related aids, clerical assistance, special transportation or changes to their work environment, e.g., modifications to furniture or equipment, or architectural modifications to building or office space. Treasury Board wants to ensure that people with disabilities are not excluded from employment opportunities because they lack these types of services, and have asked departments to set aside funds for this purpose.

The approach PWC adopts for this issue depends on the answers to the following questions. Will all reasonable requests for services, equipment and aids be granted? Will the cost of such services be a factor in the decision to provide? Will services be provided to term employees or part time employees? Will such services be advertised as being available? Will the individual manager bear the cost of provision or will funds be provided from a central pool?

Given that a person with disabilities requires these services in order to perform their job; that able-bodied employees are automatically provided with the equipment and supplies they require to do their job; and that the kinds of services required will depend on the type of disability, making it difficult for a manager to plan for such expenditures;

**It is recommended that:**

PWC establish a central fund of \$50,000 to ensure that all employees with disabilities are provided with the equipment, technical aids, ancillary services, or modifications to work station, furniture or location, which they may require to perform their job, and that PWC take steps to ensure that employees are fully aware that such services and equipment are available.

## **Employment of People with Mental Disabilities**

Treasury Board has asked departments to identify those jobs suitable for people with mental disabilities, and to indicate what proportion of those jobs could be filled by people with mental disabilities. There are three options open to PWC:

1. PWC can provide Treasury Board with the statistical information it requires, and await further direction.



2. Managers can be held responsible for taking positive steps to increase the participation of people with mental disabilities.
3. PWC can identify jobs within the Department suitable for people with mental disabilities, and initiate special effort to encourage their recruitment into these jobs. In addition, PWC can examine the possibility of contracting for the provision of services and the possibility of developing cooperative programs with associations for people with mental disabilities.

Given that PWC has employment categories suitable for the employment of people with mental disabilities, and given that Treasury Board will in a years time direct PWC and other departments to take special action,

**It is recommended that:**

**PWC identify jobs within the Department suitable for people with mental disabilities, and initiate special efforts to encourage their recruitment into such jobs. It is further recommended that PWC examine the possibility of contracting for the provision of services, and the possibility of developing cooperative programs with associations for people with mental disabilities.**

### **Reemployment of Employees Who Become Disabled**

This term refers to employees who, since working for PWC, have become disabled either through accidents at work or accidents occurring outside of working hours, (for example, car accidents, heart attacks, or degenerative diseases).

Treasury Board Secretariat is concerned over the government's record of reemploying people who have become disabled. Treasury Board Secretariat wants to document the federal situation and has asked in its guidelines for the necessary statistics. In the interim, departments are being asked to do whatever they can to encourage and facilitate reemployment of such people. PWC has three options:

1. PWC can provide the required statistics only.
2. Managers can be held responsible for taking positive steps to reemploy employees who have become disabled, if the employee desires reemployment.

3. PWC can take positive steps to ensure that employees who have become disabled are given every opportunity to remain in the employ of PWC, or elsewhere in the federal government.

Given that everyone has the potential to become disabled; given that working provides many people with a sense of worth, achievement and fulfillment; and given that it is good human and public relations for an organization to show consideration for its employees;

**It is recommended that:**

PWC ensure that employees who have recently become disabled are provided with every opportunity to remain in the employ of PWC, or elsewhere in the federal government, should they so desire. It is further recommended that retraining be provided as necessary, and that there be sufficient flexibility within the departmental organization to accommodate the re-assignment of such employees elsewhere in the Department.

## **6. Recommendations for Equal Access to Employment Opportunities**

### **Recommendation No. 1**

It is recommended that PWC adopt the Managerial Responsibility Approach without a specific departmental participation goal. Functional and line managers would be responsible for taking positive steps to increase the hiring, training and career development of people with disabilities. In keeping with other departmental equal opportunity programs, the responsibility for planning and coordinating the Managerial Responsibility Approach would be lodged with the Equal Opportunity Programs Directorate.

#### **Action Steps**

1. Work directly with PWC managers to develop individual approaches for increasing the participation of people with disabilities.
2. Coordinate the integration of the Managerial Responsibility Approach with departmental systems and procedures.
3. Ensure that PWC personnel are well informed of the departmental program.

4. Sponsor educational and information activities to broaden managers' knowledge and understanding of the capabilities and requirements of people with disabilities.
5. Invite PWC employees with disabilities to participate in the implementation of the program.
6. Develop procedures to monitor, control and evaluate the implementation of the departmental program.
7. Represent the Department in all dealings with the public and private sector.

#### **Recommendation No. 2**

**It is recommended that PWC establish a central fund of \$50,000 to ensure that all employees with disabilities are provided with the equipment, technical aids, ancillary services, or modifications to work station, furniture or location, which they may require to perform their job, and that PWC take steps to ensure that employees are fully aware that such services and equipment are available.**

#### **Action Steps**

1. Arrange for the establishment of a central fund of \$50,000 to finance the provision of equipment and services.
2. Develop policy guidelines and procedures, with reference to existing departmental systems and procedures for the provision of materiel and services.
3. Implement a promotional and information program to ensure that all PWC employees are aware of the service available, and are familiar with its procedures.
4. Evaluate effectiveness of the program on a periodic basis, to ensure that the level of funding is sufficient, and to identify areas for improvement.

#### **Recommendation No. 3**

**It is recommended that PWC identify jobs within the Department suitable for people with mental disabilities, and initiate special efforts to encourage their recruitment into such jobs. It is further recommended that PWC examine the possibility of contracting for the provision of services, and the possibility of developing co-operative programs with associations for people with mental disabilities.**

### Action Steps

1. Identify positions within PWC suitable for employees with mental disabilities, and report on these to Treasury Board.
2. Work with departmental managers supervising such positions in order to secure their commitment, and to assist them in staffing these positions with people who have mental disabilities.
3. Explore the possibility of contracting for services with agencies at other government levels or with organizations in the private sector which employ people with mental disabilities.
4. Examine the potential for PWC involvement in cooperative training programs, undertaken with organizations for people with mental disabilities.
5. Prepare and submit recommendations to the September Strategic Planning Conference, relative to findings resulting from the above investigations.

### Recommendation No. 4

It is recommended that PWC ensure that employees who have recently become disabled are provided with every opportunity to remain in the employ of PWC, or elsewhere in the federal government, should they so desire. It is further recommended that retraining be provided as necessary, and there be sufficient flexibility within the departmental organization to accommodate the re-assignment of such employees elsewhere in the Department.

### Action Steps

1. Gather statistics on PWC employees who have become disabled recently, and report on these to Treasury Board.
2. Document PWC record of re-employment of employees who have become disabled.
3. Examine and develop alternative means for the re-assignment of such employees within the Department, or elsewhere within the federal government, including such methods as retraining, lateral transfer, or a central resource pool.
4. Prepare and submit recommendations to the September Strategic Planning Conference relative to finds resulting from the above investigations.





## **APPENDIX A**

### **EXCERPTS FROM GOVERNMENT PUBLICATIONS**

This Appendix records in more detail some of the official statements made on accessibility. The first excerpt is from a statement made by the Hon. R. Andras on March 21, 1978, when he was head of the Treasury Board. The second excerpt is from Hansard, November 29, 1979, in which the appointment of a special committee was discussed. The third excerpt is from some human rights legislation passed in the Province of Québec on June 23, 1978.



13-22

GOVERNMENT PLANS FOR INCREASING OPPORTUNITIES FOR  
EMPLOYMENT OF PHYSICALLY AND MENTALLY HANDICAPPED  
IN THE FEDERAL PUBLIC SERVICE

THE HONOURABLE ROBERT ANDRAS  
PRESIDENT OF THE TREASURY BOARD  
MARCH 21, 1978

Ottawa, Ontario  
K1A 0R5

GOVERNMENT'S PLANS FOR INCREASING OPPORTUNITIES  
FOR EMPLOYMENT OF THE HANDICAPPED IN THE PUBLIC SERVICE

Increased opportunity for the handicapped is clearly a matter of importance to the government. In 1975, Canada sponsored a declaration on the rights of disabled persons which was subsequently adopted by the United Nations General Assembly. That declaration specified that "disabled persons have the right, according to their capabilities, to secure and retain employment or to engage in a useful, productive and remunerative occupation and to join trade unions".

In that declaration the government was asserting that the right to work is not a privilege reserved for the non-handicapped. More recently, the passage of the Human Rights Act reiterated this concept by specifically prohibiting discrimination on grounds of physical handicap and, moreover, explicitly recognizing the need for programs, plans or arrangements designed to eliminate or reduce disadvantages based on physical handicap.

We are all conscious that there have been disadvantages for the handicapped in Canada, and it was with this in view that, as Minister of Manpower and Immigration, the Honourable Robert Andras asked for a study of those disadvantages with specific reference to the federal Public Service. The Minister wanted a frank and realistic appraisal of the kinds of problems which stand in the way of the handicapped when they seek employment or career development in the Public Service, so that these problems might be confronted head on and dealt with in a realistic way. That was the genesis of the report tabled this afternoon, which represents the combined efforts of officers of the Public Service Commission, the former Department of Manpower and Immigration and a number of other departments.

The report, based on pilot projects, studies and widespread discussions with handicapped persons and associations representing the handicapped, was made available last year and provides us for the first time with a comprehensive view of the problem. What Mr. Andras wants to do now and particularly



in view of his present responsibilities for personnel management in the Public Service, is to describe the measures which will be taken to address the problems which have been identified.

First, it is evident that much needs to be done in order to ensure that attitudes and employment practices do not discriminate against the handicapped. There is no deliberate discrimination; indeed, if there is any discrimination, it is quite unconscious and accidental. Nevertheless, if the concept of a non-handicapped person is what we have in mind when jobs or work places are designed, then the end result may very well favour the non-handicapped at the expense of the handicapped when employment decisions are made. Equally, if ignorance or misunderstanding is prevalent concerning the true capacities of the handicapped, then handicapped persons are likely to be overlooked when we search for candidates for many kinds of jobs.

What has to be done, therefore, is to attack these aspects of the problem on two fronts: first, the government must mount a vigorous information campaign within the Public Service aimed at eradicating myths and misunderstandings about the abilities of the handicapped. In this connection, there is much evidence to demonstrate that the majority of handicapped persons are rated by their employers at least as high as, and often higher than, their non-handicapped counterparts in terms of such measures as punctuality, output, quality of work, attendance, stability and safety records. Handicapped people are good workers and it makes good sense to employ them. Through training and information programs, the government should ensure that all concerned focus on the capabilities of handicapped persons rather than on any real or perceived limitations.

Secondly, a vigorous program of change must be established with respect to policies or practices which unconsciously reflect some wrong attitudes. For this purpose, it is the government's intention that all its departments begin immediately to review and systematically eliminate any of their practices governing the design of jobs, the selection, training and career development of employees or the provision of office facilities and equipment which might discriminate against the handicapped.

The Public Service Commission has begun to examine its staffing policies, to ensure that handicapped persons are not inadvertently being screened out by recruitment and selection procedures which were basically designed for the non-handicapped. the way jobs are advertised, for example, or the manner in which job interviews are conducted. Thus an important task for the Public Service Commission will be to design recruitment and selection programs which are appropriate to the handicapped population, including the mentally handicapped. The Department of Supply and Services is already studying an expansion of the employment of physically and mentally handicapped workers in the provision of services and materials to the government. To facilitate that activity, the Secretariat of the Treasury Board is currently reviewing contract policy governing the use of sheltered workshops.

There are, of course, many other important areas in which the Treasury Board is or will be active in support of greater opportunities for the handicapped. Innovative approaches to job design will be considered, particularly where self-supervision, part-time employment, job sharing or work at home are concerned. Some of these have already been experimented with, with good results, and they can be applied successfully where handicapped persons are concerned. The Treasury Board will also look at its policies governing the provision of special equipment, so as to ensure that handicapped persons are not excluded from work for want of a mechanical aid or a piece of furniture adapted to their needs. It seems a small thing to a non-handicapped person, perhaps, but the lay-out of furniture or equipment in an office can be a real impediment to a person confined to a wheelchair.

All these activities are already under way or can begin immediately. They are activities which will be of great benefit to handicapped persons who are public servants or are seeking employment in the Public Service. They will be done as quickly as possible. Accordingly, all departments will be asked to start immediately on specific action plans for these activities, to report progress regularly and to hold managers accountable for the results achieved. Recognizing that these plans will profit from the advice of persons with

special knowledge of the problems of the handicapped, an advisory group is being established, drawn from various agencies and associations concerned with the needs of the handicapped.

What has been described so far is a range of activities which will promote the changes in attitudes and practices necessary to open up the Public Service to handicapped persons. It is a fact that there are some real problems with respect to physical access to government buildings or to their internal facilities. Many of these buildings, whether owned or rented, lack parking facilities, ramps, handrails, elevators or washrooms suited to the needs of handicapped people. While it has been a practice for several years to design appropriate facilities into new construction, or require them in buildings that might be leased by the government, there are many buildings which do not contain them but which still have many years of useful life. Conversion of these will not be cheap and in view of the government's intention to restrain spending the costs involved will have to be looked at carefully. Nevertheless, the Department of Public Works has been asked to co-ordinate studies of how to, by 1983, fully convert all government owned or leased buildings in which handicapped people might be employed. In establishing priorities within this plan the government will obviously bear in mind the need to accommodate not just public servants but also handicapped persons among the general public who need access to public buildings.

It is the government's intention to keep track of the results achieved in its programs and activities. This is a third major problem area, because the fact is that there has in the past been no satisfactory basis, in terms of either definition or statistics, for keeping track of our performance concerning employment of the handicapped. With the promulgation of the Human Rights Act there is now a definition of a physically handicapped person which can be used in the employment context. For working purposes, the definition of a mentally handicapped person which the authors of the report proposed has also been accepted. However, neither of these would be of very much help without statistical



information concerning the numbers of handicapped persons who are working or who have applied for work in the Public Service. Paradoxically, the collection of such data by the Public Service Commission would hitherto have been construed as a discriminatory practice. Now, the Public Service Commission is discussing with the Human Rights Commission arrangements to collect these data. With respect to the national picture, the Canada Health Survey, which Health and Welfare Canada will conduct this year, will provide the government with other important data.

There are many other aspects of the situation which require attention: access to training, for example, or the retraining of public servants who have become handicapped. There are other areas which require further study but to which the government is sympathetic; for example, arrangements for the provision of relatively expensive technical equipment, or support with respect to transportation services. However, it is clear that the government intends to act on a broad front in dealing with the main problems identified in the report. It was suspected that the present situation was not satisfactory; evidence now supports that concern. More importantly, the government now has a much clearer idea of what needs to be done.

This being said, it would be wrong to pretend that among Canadian employers generally, the federal Public Service has a poor record as an employer of handicapped persons. Indeed, despite the paucity of statistical information, there is reason to believe that it is at least at parity with other employers in Canada. But that is not good enough because the federal government must take a position of leadership in this area and by doing so, set an example for other employers. Moreover, the government must not be inward looking only. In this connection, one should not fail to recognize the important work already under way in the Canada Employment and Immigration Commission to improve access of the handicapped to employment in the private sector. For instance, the Commission has taken steps to place severely handicapped persons into demanding positions in the private sector, in order to develop training packages to enable others to follow the same route. Accessibility of the Commission's services and programs to the blind has been greatly improved by the provision of braille information.



The Commission has adopted a policy of moving into new facilities only if they meet accessibility standards. More generally, the Outreach Program is being actively used to extend major services to groups of handicapped persons. These improved services are likely to play a major role in improving access to private sector employment.

But the position of the federal Public Service should be summarized as follows:

With respect to physically handicapped persons, and without regard for the nature of the handicap, it is the policy of the government to provide, and to actively promote, equal access to employment and career development in the federal Public Service in work for which they are considered to be qualified and to ensure that any barriers to such equal access, whether procedural, attitudinal or physical, are progressively eliminated as quickly as possible.

With respect to mentally handicapped persons, it is the policy of the government to promote actively the increased employment of such persons within the federal Public Service in work for which they are considered to be qualified, and to ensure that, where necessary, special measures are utilized in the staffing process to give appropriate recognition to the nature of their handicap.

That is the policy which the government and the Public Service Commission have agreed should guide future action, and it is one through which more opportunities for employment of the handicapped can be created within the Public Service and, in the process, tap a reserve of skilled and highly motivated people whose presence can only improve the government's service to the public.

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## GOVERNMENT ORDERS

[English]

## DISABLED AND HANDICAPPED

APPOINTMENT OF SPECIAL COMMITTEE TO INQUIRE INTO  
NEEDS

**Hon. Walter Baker (for the Minister of National Health and Welfare)** moved:

That a special committee of the House of Commons be appointed to inquire into and report upon the special needs of the handicapped and disabled in Canada and the extent to which those needs are being met;

That the committee, taking into account the nature and scope of current federal policies, programs and services directed to the general public or established specifically to assist physically and mentally handicapped and disabled persons, report its conclusions and recommendations with respect

- (1) to their impact in providing opportunities for handicapped and disabled persons to lead independent and fully integrated lives;
- (2) to their relationship to the programs, services and activities now being carried out by the voluntary sector and the provinces; and
- (3) to measures which may be required to meet more fully the special needs of the handicapped and disabled

together with such other matters as the committee considers relevant;

That, without limiting the generality of the foregoing, the committee may examine the special needs of the handicapped and disabled in the following areas: fundamental and civil rights; employment opportunities; vocational training and work preparation; business incentives including loans and grants; provision for special income tax deductions and income supplement programs; health services and medical rehabilitation; social rehabilitation community support services; transportation; housing; access to public buildings and services; information and communication; travel, sports and leisure activities; services for handicapped and disabled native peoples; quality of life of severely disabled and institutionalized persons; role of handicapped and disabled persons and voluntary organizations in policy and program development; co-ordination within and between jurisdictions; and data base development;

That the committee take into account the work of other standing and special committees dealing with subjects which affect the handicapped and disabled, in particular the provision of pensions and disability benefits to disabled and handicapped persons and measures to strengthen the role of voluntary organizations representing handicapped and disabled persons;

That the committee be composed of seven members of the House of Commons to be designated at a later date;

That the committee have the power to appoint from among its members such subcommittees as may be deemed advisable and necessary and to delegate to such subcommittees all or any of its powers except the power to report directly to the House;

That the committee have the power to sit during sittings and adjournments of the House of Commons;

That the committee submit reports from time to time, as appropriate, with a first report to be submitted as early as possible in 1980 and a final report by December 31, 1980;

That the committee have the power to invite the views of interested parties and the public, to send for persons, papers and records, to examine witnesses and to print such papers and evidence from day to day as may be ordered by the committee;

That the committee have the power to adjourn from place to place within Canada and such other places to be determined at a later date; and

That the committee have the power to retain the services of expert advisers and to commission studies or research to assist in its work and that it also have the power to retain such professional, technical, clerical and stenographic help as may be required.

Hon. W. G. Dinsdale (Brandon-Souris):

...  
I think the most encouraging aspect of the rehabilitation movement is the recent involvement of the disabled themselves in the program of integration and prevention. The first conference of a new organization was held in Ottawa last week end. I am sure many hon. members had a chance to talk to some of the 190 delegates who attended. For the first time we had a coalition of the provincial organizations of the handicapped coming to Ottawa, holding a conference, meeting with members of Parliament and becoming part of the answer to the problem.

This organization of consumers, which calls itself COPOH, is—and let me repeat and underline this—one of the most useful and positive developments in the rehabilitation movement in recent years. They want to solve their own problems and be regarded not as a segregated group but as first-class Canadian citizens with all the rights, opportunities and privileges, as well as responsibilities, of Canadian citizenship.

...  
I do not want to anticipate what the committee will do but I think that we shall be very much preoccupied with this problem of legislative backup for rehabilitation programs. The committee will come into operation at a very important time in the rehabilitation movement. In the next two years not only in Canada but around the world there is going to be a high profile of interest in the problems of disabled and handicapped peoples.

From June 22 to June 27 next year at the convention centre in the city of Winnipeg, Canada will be hosting the Rehabilitation International Congress which will bring to our shores 6,000 leaders of the rehabilitation movement from around the world. The themes of the congress are prevention and integration and will produce a charter for the 1980s. Already there are committees working on the charter for the '80s which will present guideline parameters within which the rehabilitation movement can operate in all countries of the world. Here is one area upon which the human family can agree.

It is interesting to note that immediately following 1980 there will be an observance of the Year of the Disabled, which observance was approved unanimously by the United Nations in December 1976. Not too many motions receive unanimous approval at the United Nations but here is a humanitarian interest which was approved unanimously. In 1981, flowing out of the Rehabilitation International Congress to be held in Canada in 1980, the Year of the Disabled will bring into focus some of the matters that we will be considering in our committee, certainly issues that will come out of the congress in Winnipeg. They will be tied hopefully to the charter for the 1980s which will be a by-product of the Winnipeg congress. The Year of the Disabled was sponsored at the United Nations initially by Libya. So we cross an interesting number of political differences as we come together to bring into focus the needs of disabled citizens around the world in the year 1981.

The proposal of a committee has stimulated some interesting activities in Canada. Let me just recite a few of them before I conclude my remarks in introducing this motion. Just last spring the Department of National Health and Welfare established a bureau of rehabilitation under the direction of

Andre LeBlanc. The Department of National Health and Welfare, as I have indicated, sponsored the first meeting of COPOH, the consumers group that has come together to resolve its own problems. It is a coalition of the handicapped, not a coalition for the handicapped. That is a vital point of differentiation and these disabled people themselves are bound that they are going to become a vital part of Canadian society.

For the past three days in Ottawa, the Department of Transport has been conducting a hearing on transportation for the handicapped at the Lester Pearson building. The original intention was to conduct hearings over a period of two days on all aspects of transportation for the disabled. There were so many applications to be heard and so many briefs to be presented that it became necessary to extend that conference by one day.

• (1600)

• • •

Incidentally, Mr. Speaker, there was a meeting in Los Angeles some two weeks ago. It had international connotations, but Canada was vitally involved in that too through its membership in the International Commission on Technical Aids and housing and transportation for the handicapped. ICTA has been sponsoring resolutions encouraging access to the skies. The meeting in Los Angeles two weeks ago involved major aircraft manufacturing companies in the United States and Europe to ensure that their next generation of jumbo jets will be accessible to the disabled people. Transportation, of course, is absolutely essential if there is going to be any possibility of integration into the community.

Supply and services have also got into the act. They are conducting a study on sheltered workshops. That is a noble idea that came out of World War I but which have tended to be a dead-end street for the disabled. They are a good idea if they are part of the process of bringing disabled citizens back into the community. Supply and services will be conducting this study.

The adult retraining act is being redirected by the Department of Employment and Immigration more to the retraining of disabled Canadians.

• • •

Accessibility to public buildings, particularly federal buildings, will be guaranteed by 1983. We still have three years to go on that.

• • •

I should perhaps refer to the work of the National Research Council which has a special branch dealing with technology for the handicapped. The council is supporting an interesting effort in which I think all hon. members will be interested. In co-operation with the NRC the Canadian Rehabilitation Council for the Disabled, CRCDD, has established an agency known as TASH—technical aids and systems for the handicapped—which will make it possible to introduce the sophisticated electronic technology that is now available and make it more readily accessible to the handicapped. This means that totally disabled people, for example those afflicted with muscular dystrophy, will be able to control their immediate environment. Some of them will be able to get back into the work force, particularly those who were professionals, because these environmental electronic controls make it possible for a totally disabled person to handle a typewriter and use the telephone.



We want to get as much publicity as possible for the work of the committee. It has been said that perhaps the handicapped person's greatest handicap is our attitude. In recent months some hon. members might have been aware of an information program sponsored jointly by the Department of National Health and Welfare and the Canadian Rehabilitation Council for the Disabled which has used the slogan as its theme "The handicapped's biggest handicap can be your attitude".

We want to use the work of the committee as an educational and informational process so that we might dissipate some of the myths about disability, both the physical disability and the mental handicap. In so doing, we want to assist, accelerate and aid the process of making it possible for disabled Canadians to become a vital part of the community.

• (1610) • • •

One study—and I close my remarks with this reference—came through with a message which was crystal clear. A questionnaire was sent out to disabled persons, and the response was that they wanted in—into employment, into community living, into maximum participation in community life and into the planning of systems and services designed to help them. At the same time they wanted out—out of institutions, out of dead-end sheltered workshops, out of welfare, out of being pitied and out of being thrust to the sidelines with a pension and a shrug. I hope that as a result of the work of our committee we will be able to achieve this desirable result.

• • •

**Mrs. Ursula Appolloni (York South-Weston):** \* \* \*

The previous speaker mentioned that the handicapped of Canada do not want another study. They want into employment, into community living and so forth. Some of the things they want could very well and probably will involve some kind of spending. Some kind of funding is necessary if they are to achieve what they really want. Under those circumstances I think it would be the cruelest injustice and the greatest disservice to the handicapped and disabled people of Canada if this committee, albeit unwittingly but by its very formation, were to raise unrealistic expectations among the handicapped and disabled of Canada.

• • •

As I said, the handicapped and the disabled of Canada need action. They do not need another study. Another study would be a waste of time, and it would be, as I said before, a cruel disservice.

• • •

Finally, let me refer to the closing paragraph of the motion before us. I am delighted that the hon. member has mentioned the people we now have around us who happen to be handicapped or disabled. I hope the required "professional, technical, clerical and stenographic help" will, so far as possible, reflect the legitimate aspirations and indisputable abilities of the handicapped. I do not ask for a quota, I ask only for equality.

**Some hon. Members:** Hear, hear!

**Mr. Bill Blaikie (Winnipeg-Birds Hill):**

...

However, it does not do any good to be qualified and hired for a job if you cannot get to or into the work place. Indeed, if a disabled person were elected to the House of Commons, our experience of this Monday would suggest that such a person would have a difficult time getting into the chamber or into the centre block, through any entrance. Such a person would have difficulty getting into the parliamentary dining room, as was demonstrated on Monday when the hon. member for Vancouver-Kingsway (Mr. Waddell) and myself met with some disabled persons for lunch. They had a difficult time getting in. The tremendous physical, architectural and transportation reform required to realize the goals of the handicapped and the disabled will be expensive, but necessary if we are serious about their needs.

...

**Mr. Stan Schellenberger (Parliamentary Secretary to Minister of National Health and Welfare):**

...

There are some 15,000 paraplegics in Canada, 13,000 people registered with the National Institute for the Blind, 75,000 Canadians with visual impairments severe enough to cause employment problems, 226,000 Canadians suffering from serious hearing impairments, 50,000 known cases of mental illness, and 250,000 persons treated through outpatient facilities for mental disorders. The committee has responsibility for dealing with a great number of Canadians who must live with disabilities, so the committee has a very important job before it.

...

**Mrs. Céline Hervieux-Payette (Mercier):**

...

One of the areas in which this committee could play a leading role is that of the public service. In spite of the announcements made in the throne speech and everything we have heard about a reduction in the public service, I feel that a 4.5 per cent objective for the hiring of handicapped employees is both valid and desirable, but that it must be reached over a reasonable period of time.

...

**Mr. W. Kenneth Robinson (Etobicoke-Lakeshore):**

...

I also stated in that same

It is also necessary to provide these persons with services required to live independently. They might include the following:

1. Attendant care to permit a disabled person to perform such activities as dressing and bathing.
2. Day care services for those who work and have family responsibilities.
3. Homemaker services.
4. Meals on wheels.
5. Recreation services.
6. Adequate transportation services.
7. Access to all community services and employment.

All those matters are very, very important to the handicapped and must be considered. It is very important that the committee examine these special needs of the handicapped and disabled in a number of different areas. My time will only allow me to mention a few of these areas. The first is employment opportunities; secondly, transportation; thirdly, access to public buildings. ...

## ASSEMBLÉE NATIONALE DU QUÉBEC

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Bill 9**An Act to secure the handicapped in the  
exercise of their rights**

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First reading 24 May 1978

Second reading 1 June 1978

Third reading 22 June 1978

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Assented to 23 June 1978

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## EXPLANATORY NOTES

*The main intent of this bill is to ensure handicapped persons the full and equal recognition and exercise of the rights and freedoms shared by all citizens. For the purposes of this act, a handicapped person is any person limited in the performance of normal activities who is suffering, significantly and permanently, from a physical or mental deficiency, or who regularly uses an orthopaedic device or a prosthesis to palliate his handicap.*

*This bill establishes the "Office des personnes handicapées du Québec", composed of eleven members, eight of whom, including the vice-chairman, will be chosen after consultation with the promotional organizations most representative of the various regions of Québec. The Office will see to the coordination of the services provided for the handicapped, inform and advise handicapped persons, promote their interests and facilitate their educational, vocational and social integration. It is also provided that the Office may authorize a person, establishment or agency to exercise all or some of the powers and duties conferred on it by the act.*

*The Office will be empowered to grant subsidies to promotional organizations mainly devoted to the assertion of the rights and promotion of the interests of the handicapped. The Office may also issue "adapted work centre" certificates to associations or organizations employing, in majority, handicapped persons incapable of working under ordinary conditions, to allow them to utilize and develop their capacity for work under appropriate working conditions.*

*This bill provides various measures designed to ensure the educational, vocational and social integration of the handicapped person. For that purpose, the bill provides, in particular, for the formulation and carrying out of service programmes which must take account of the free choice of each person benefiting from such a programme. The Office may grant material assistance to a handicapped person for the carrying out of a service programme, in proportion to his needs. The Office may also enter, with any*

employer and a handicapped person eligible for a service programme, into a contract for the vocational integration of such person into the labour market. The term of such a contract is not to exceed six months but may be renewed.

This bill provides that the Office will be empowered to grant subsidies to an employer to allow him to adapt job openings to the capacities of a handicapped person or to otherwise promote his employment. It requires any employer having fifty employees or more, in cooperation with the representative of the association of employees, where that is the case, to submit a programme for the hiring of handicapped persons to the Office for approval.

This bill requires certain public transport companies and every telephone undertaking governed by the Régie des services publics to submit to the Ministre des transports or to the Ministre des communications, as the case may be, a development programme designed to ensure handicapped persons access to means of transportation and telephone services within a reasonable time. Moreover, every owner of an immovable not subject to the Building Code will be required to submit to the approval of the Ministre du travail et de la main-d'oeuvre a development programme designed to ensure within a period of five years, accessibility to his immovable for handicapped persons. The Government, by regulation, may exempt certain types or classes of immovables from the obligation of submitting a development programme. The Ministre du travail et de la main-d'oeuvre will also be empowered to exempt the owner of an immovable from submitting a programme, in certain cases.

This bill amends various existing laws, in particular, the Charter of human rights and freedoms, to provide that there is to be no discrimination against a person on the ground that he is handicapped or uses any device as a palliative to his handicap. This amendment is accompanied with the transitional provisions necessary to allow handicapped persons access to immovables, means of transportation and telephone services.

The Municipal Code, the Cities and Towns Act and the charters of certain municipalities are amended to provide that the construction, reconstruction or relocation of sidewalks must be so done by municipal corporations as to facilitate access to them and their utilization by handicapped persons. The acts establishing transit commissions are amended to compel these commissions to set up a special transit system for handicapped persons unable to use the regular public transit system, or see that such a system is organized.

The Collective Agreement Decrees Act is amended to make it applicable to the work performed by a blind employee or an employee whose physical or mental capacities are limited.

The Minimum Wage Act is amended to prevent the Commission du salaire minimum from imposing, on an employee whose physical or mental capacities are limited, working conditions other than those provided in its ordinances.

Finally, the bill provides that handicapped persons aggrieved pursuant to certain decisions of the Office will be entitled to appeal from such decisions to the Commission des affaires sociales, and that the Act to ensure the handicapped in the exercise of their rights will be binding on the Crown.





## **APPENDIX B**

### **SOME EXCERPTS FROM THE PRESS**

Accessibility has received much coverage in the press over the last year and is expected to receive even more in 1981. Sometimes even a small problem like a difficult to open door to a post office can result in good or bad public relations for P.W.C. The Parliament Buildings have been a target on several occasions.

In addition, there are non-  
diac and resinous

By Julia Weston  
*Citizen special correspondent*  
The idea of making buildings and neighborhoods accessible to disabled people, is one that is for some time

EDMONTON The disabled are beginning to stand up for their rights in a way the able bodied community is finding difficult to ignore.

A man confined to a wheelchair recently charged two cab drivers with discrimination after being refused a ride at the Edmonton Municipal Airport.

Cap Air long itself being im-

members, is the umbrella group for self help groups that are springing up across the country as the dis-abled promote their inter- do gooders. — who are not in the best sense of the word — aware of the needs of the hand-icapped who went to be integrated society."

**Stereotype shunned**

In throwing off their stereotyped role, the disabled are challenging what they see as paternalistic attitudes among traditional agencies.

At Montreal University — is a paraplegic — the result of a car accident several years ago. It was largely through her efforts the Canadian

aplegic Association was able to start a "new" housing project in Montreal in 1974. Funded by the department of national health and welfare, the project proved so successful it has been copied in a number of Indian cities, including Ottawa and Montreal.

**DIAN TRANSPORT COMMISSION  
MEETING ON TRANSPORTATION  
PROBLEMS OF THE HANDICAPPED  
TAWA, NOVEMBER 26-27, 1979**

Transport Commission has been asked to open meeting in November to hear submissions on sport passenger services under federal jurisdiction, but system in Newfoundland and Interprovincial and National Ferries.

to make either written or oral presentations. The open meeting will be held in either French or English. Translation services will be provided and interpretation for the deaf will be available.

The open meeting will be held on Friday, November 26, at the Sussex Drive, London, W1.

The chair will be held by the following:

1981 INTER-  
YEAR FOR  
CARLED PERSONS

DISABILITY



genus  
class

...pting the wares of dif-  
...e she is blind

Carriers In  
the Middle East

**Dennis the Menace**

"I hope there's something interesting on the second floor. That's the latest button I can reach!"

These can be perceived or experienced perceptually following brain damage. "The result is easily confused by too much loss of all sense of where they

these can be perceived or experience perceptual  
or experience perceptual  
owing brain damage. "The re-  
easily confused by too much  
lose all sense of where they

**HALIFAX (CP)** People generally are inclined to waste much sympathy on politicians, y politician Jerry Lawrence says sympathy is the b obstacle he has to overcome.

Lawrence is a paraplegic.

And while his handicap hasn't prevented him leading an active life, the 39-year-old Halifax relicts in suggestions that it actually may have h him get elected by saying: "I'll take support and I can get it."

Lawrence, a popular radio show host for almost years, was a city alderman for four years b tackling provincial politics.

Elected Progressive Conservative member of t legislature for Halifax St. Margaret's in last Se

# Braille menus helps sightless



Page 4

## LETTERS TO THE EDITOR

The Editor:

If you frequent the Chelsea Post Office, you will know what I am talking about. The doors on that building are really a disgrace to a public place. You have to fight your way in and out. Besides, there are two sets of doors. Elderly people must struggle to get through them. Seems to me something could be done to relieve the tension.

Does the post office department ever read your paper?

Congratulations on the splendid job you and your assistants do every week. We surely enjoy it down south in the winter months and hand it around to our friends from the valley.

H. Harley Selwyn

THE LOW DOWN TO HULL AND BACK NEWS

Oct. 4, 1979

## Letters to the Editor

The Editor:

I have a letter from the Federal Department of Public Works which might interest you and your readers. I followed up the one I wrote to "The News" sometime ago regarding those objectionable doors on the Post Office at Chelsea to tell the truth, I never expected to hear from them. It gave me great pleasure to receive the enclosed letter.

Harley Selwyn  
Kirks Ferry

Dear Sir,

RE: main entrance doors, Post Office Building, Chelsea, Quebec.

Your letter dated August 01, 1979, on the above mentioned subject, has been referred to our Division for acknowledgement and necessary remedial actions.

On August 29, 1979 a Public Works Canada technician carried out the necessary adjustment to slightly release the tension of this door closer. Any additional tension released from the closer could cause severe damage to the entrance door assembly.

Your concern for this matter, or any other subject, is appreciated and is a definite aid to our Division in rendering our buildings more accessible and serviceable to the Public. For additional information, please contact the undersigned at telephone number \* 996-2425.

G. Sincennes  
A/Property Manager  
District 6-1



# Handicapped win facilities in House

By Ron Clingen  
JOURNAL REPORTER

A group of handicapped British Columbians — seven or eight of them in wheelchairs — yesterday convinced the House of Commons to take steps toward improving facilities for the handicapped inside the Parliament Buildings.

After being told of the troubles encountered by the group, MPs unanimously endorsed Vancouver-Kingsway New Democrat Ian Waddell's motion for an investigation of the facilities "with a view to suggestions for correction."

Waddell explained the visitors were at first unable to get into the building and finally had to be let in through a side door to the Senate chamber normally used for freight.

"For a while they were unable to enter the parliamentary dining room . . . we had to carry them down the stairs," the MP related, "and finally, not all of them were able to get into the House of Commons, though there were only about seven or eight of them in wheelchairs."

"This government seems committed to action on women's rights and native rights but is forgetting about the rights of the handicapped," complained Patricia MacRae, chairman of the British Columbia Coalition of the Disabled.

"We've made our point and we're pleased with the interest shown here today," she added.

Bruce MacCallum, from the Ottawa Handicapped Association, who accompanied the B.C. visitors, said the local group steers clear of organizing tours of Parliament because there is "no proper accessibility."

Perhaps bolstered by their moral victory in the Commons, the group now plans to refuse to sign waiver agreements for CP Air on their return flight to Vancouver tomorrow.

The waivers are normally re-

quired to absolve the airline of responsibility for personal damages suffered by persons in wheelchairs or those with other health problems.

"We signed the papers on the trip here but we don't intend to do it going back," MacRae declared.

The B.C. delegation attended a national conference of the handicapped which ended here Sunday and will appear before the Canadian Transport Commission today.



Members of a group of British Columbia handicapped persons try to gain access yesterday to the public galleries in the House of Commons.

## APPENDIX C

### DISCUSSION OF BASIC ASSUMPTIONS

In order to approach the accessibility problem consistently, it is necessary to understand the general approach that this department has adopted. Several ranges of approaches are described below.

#### Problem Scope

- Either; we are dealing only with architectural barriers;
- Or; we are dealing with attitudinal barriers and their symptoms which are architectural barriers.

#### Problem Source

- Either; the problem is that people with disabilities do not use buildings in the same way that 'able-bodied' people use buildings;
- Or; buildings are not designed and built properly.

#### Solution Commitment

- Either; we will try to minimize changes to buildings by grouping people with disabilities into a few centres with specialized design;
- Or; we will try to provide equal opportunity for government services, employment and social interaction to people by encouraging universal design principles in all buildings.

#### Discussion

The first area mentioned above raises the question of depth. Is PWC willing to accept, at least to some extent, the problem in a broader sense? Will the Department try, by education and example, to help create an attitudinal change not only within PWC and its consultants, but also in the construction industry?



The second area deals with the question of responsibility. Is PWC willing to accept the fact that the buildings it has been constructing and leasing may be less than satisfactory in that they are inaccessible or minimally accessible? Similar situations have existed before. The use of air conditioning is one example, while energy conservation is a more recent example.

The third area of interest is that of values. How much value or importance is attached to Accessibility? Is PWC going to spend \$60,000, for example, on an existing 2-storey building in order to provide access to the second floor for a new employee who uses a wheelchair?

Because of its ongoing program and large holdings, PWC has an opportunity to provide leadership in this area, to develop a knowledge base and provide examples of what can be done. Such an opportunity may not be available to any other group in the country. It is an opportunity to respond positively to society's growing demand for an environment responsive to a broad range of users.

The recommendations in this report are based on the assumption that:

- (1) PWC recognizes its responsibilities, accepts society's changing values, and will take the opportunity to make accessibility a thoroughly accepted part of the provision of accommodation.
- (2) PWC, consistent with its mandate, sees its prime objective regarding accessibility as one of improving government buildings. It is, however, recognized that the attitudinal problem is more basic and PWC will work towards having accessibility included as part of its normal design and leasing practices. As a secondary objective, PWC will attempt to support accessibility in the private sector, primarily by example and provision of information.
- (3) The "ghettoization" of people with physical disabilities into specialized facilities is not consistent with broader government objectives, which include the removal of artificial barriers to people's involvement in the daily life of society. Therefore, policies which encourage accessibility to all buildings will be promoted. Operational measures may be temporarily used to alleviate architectural barriers but they are not seen as a proper solution if it encourages specialized treatment of people with disabilities.

## APPENDIX D

### THE DISABLED POPULATION

Statistics vary depending on the definition of 'disabled' which is used. Often the diseases are categorized by nature, e.g., arthritis and not by the particular activity restriction relevant to building design, e.g. difficulty in turning a round door knobs.

Steinfeld summarizes his analysis of American Statistics as follows:

"There are several alternative definitions of disability. Each can be used to generate estimates of the people in the U.S. population who can be expected to benefit from the removal of environmental barriers. Using the definition that is most conservative -- needing help for mobility and/or personal care and being severely disabled -- results in an estimate of 1.7 to 2.2 percent of the noninstitutionalized population. Using a definition that is moderate -- needing help for mobility and/or personal care -- results in an estimate to 5.3 percent of the U.S. population. Using the most liberal definition -- limited in ability to do any usual everyday activity -- results in an estimate of over 11.6 percent of the population. The first two estimates exclude many who would probably benefit to a limited extent from removal of environmental barriers even though their disabilities are not very severe. All estimates may include a small amount of people who will not benefit at all because their disabilities are too severe and exclude those in institutions who may benefit from increased opportunity to live independently. Estimates based on the major sources of data vary due to differences in the definitions used to define disability and the items on which data is collected."

The following tables from the General Services Administrations Report on Design Criteria provide more detailed information.

Table I	Number of People Per 1,000 Who Have Chronic Conditions
Table III	The Number of People With Activity Limitations (U.S.A.)
Table IV	Relationship of Chronic Conditions and Activity Limitations
Table V	Physical Disabilities Related to Potential Barriers.



# TABLE I: Populations at Risk\*

Disabling Causes      Total Number      No. per 1000

## CHRONIC:

Aging 99.7  
Hearing Impairments 39.7  
Arthritic Conditions 30.0  
Arthritis and Rheumatism (2,261,000) 1 (8.6)

Overweight 20.4  
Heart Trouble 19.4  
Visual Impairments 12.3  
Vascular Conditions 8.0  
Cardio-Vascular (800,000) 2 (4.0)  
Varicose Veins (400,000) 2 (2.0)  
Cerebral Vascular (200,000) 2 (1.0)  
Hemorrhoids (200,000) 2 (1.0)

High Blood Pressure and Strokes 1,000,000<sup>2</sup>

Asthma 500,000<sup>2</sup>

Respiratory 500,000

Poliomyelitis 3.0

Parkinson's 3.0

Stomach Ulcer 2.8

Multiple Sclerosis 2.5

Diabetes 500,000<sup>2</sup>

Urinary 500,000<sup>2</sup>

Chronic Bronchitis and Emphysema 500,000<sup>2</sup>

Hernia 500,000<sup>2</sup>

Muscular Dystrophy 500,000<sup>2</sup>

Amputation 1.6

Ataxia 200,000

Atherosclerosis 1.1

Total Deafness 200,000

Paraplegia 0.9

Epilepsy 200,000

Quadruplegia 0.8

Hemiplegia 100,000

50,000 0.3

ACUTE:

Pregnancy 39.4

Dislocations, Fractures 0.1

For certain categories of illness, an attempt has been made to locate more refined statistics which translate standard nomenclature of disease into the functional implications of the disease particularly relevant to architectural and environmental decision making. For example, given the significant proportion of American adults with diagnosed diabetes, it is important to anticipate the types of disabilities which are expected and prevalent in connection with that disease. A matrix was assembled which represents the prevalence of specific functional limitations specific to disease entities. An attempt has been made to cluster similar issues relating to human environmental function (e.g., balance) in order that the frequencies across the populations of diseases can be seen. (SEE TABLE IV, page 25) Table V shows a preliminary look at areas of potential barriers common to contemporary building."

## \* NOTES FOR POPULATIONS AT RISK

1. Specific disease prevalence verified for Rheumatoid Arthritis (1,265,000), Osteo Arthritis (520,000), Arthritis Foundation.
2. These figures reflect the reported disability from the diseased condition of people 18-64. They must be adjusted upward to include those people 65 and over.
3. Multiple Sclerosis Society, 1968 Multiple Sclerosis - Facts, NYC, 1972.
4. National Institute for Neurological Disease and Blindness.

## Additional Sources:

5. Chronic Conditions and Limitations of Activity and Mobility, U.S., Spring, 1966.
6. Current Estimates from Health Interview Survey, U.S., 1970.
7. Prevalence of Selected Impairments, U.S., 1970.
8. National Center for Health Statistics, Incidence of Acute Disabilities, 1972.
9. U.S. Census, 1970.
10. Lawrence Haber, Epidemiological Factors in Disability: I. Major Disabling Conditions, Soc. Sec. Admin. Report No. 6, Feb., 1969, Table V.

**TABLE III:**  
**Physical Disabilities**

<b>Activity Limitations</b>	<b>Millions</b>
Visual (severe, total)	1.5
Visual Impairment (all other)	4.0
Hearing (severe, total)	0.5
Hearing Impairment (all other)	8.0
Difficulty in Interpreting Information	35.0
Limited Movement Ability	20.0
Slow Reaction Time	10.0*
Dizziness	14.0*
Balance	7.0*
Coordination	11.0*
Stamina & Strength	34.0*
Reduced or Irregular Walking Speed	13.0*
Turning Head/ Torso	2.5
Reduced Joint Flexibility	11.0
Kneeling/Stooping	14.0*
Standing from Sitting	8.0*
Sitting from Standing	8.0*
Standing for Long	15.0*
Sitting for Long	10.0*
Clutching & Gripping	15.0
Fine Finger Manipulation	15.0
Reaching Up	15.0
Reaching Down	15.0
Lifting	15.0*
Carrying	22.0*
Reaching Forward	15.0
Pressure/Temperature Sensation Impairment	9.0
Frequency of Urination or Thirst	10.0*

NOTE: The starred (\*) figures do not include disabilities occurring in pregnant women. To these figures should be added a portion of the 8 million noted above.

### TABLE IV: Physical Disabilities vs. Disabling Causes

PHYSICAL DISABILITIES	DISABLING CAUSES		Chronic	Acute	Functional limitations related to causes are not well defined. Reference: National Center for Health Statistics.
	Chronic	Acute			
<b>Sensory</b>					
Blindness					
Impaired Vision					
Deafness					
Hearing Impairment					
<b>Muscular-Skeletal</b>					
Limited Mobility (Chairbound)					
Limited Mobility (Semi-ambulant)					
Reduced Stamina and Strength					
Reduced Joint Flexibility					
Limited Standing Ability for Long Periods					
Limited Sitting Ability for Long Periods					
Difficulty in Standing from Sitting Position					
Difficulty in Sitting from Standing Position					
Lead/Torso Turning Limitations					
Reaching Limitations					
Carrying Limitations					
Lifting Limitations					
Clutching and Gripping Difficulties					
Fine Finger Manipulation Difficulties					
<b>Gastro-Intestinal</b>					
Frequent Elimination					
Frequent Thirst					
<b>Neurological</b>					
Dizziness					
Slow Reaction					
Impaired Balance					
Impaired Coordination					
Difficulty in Interpreting Information					

# TABLE V: Potential Barriers

AREAS FOR POTENTIAL BARRIERS	Exterior Spaces:					Interior Spaces:												Components And Materials														Communication						
	Plaza	Parking Lots	Walks	Grounds	Entrances	Trades	Lobbies	Restrooms	Corridors	Offices	Computer	Conference	Auditoria	Dining	Libraries	Elevators	Escalators	Paving	Planting	Curbs	Ramps	Stairs	Doors	Floors	Power System	Furniture	Carpet	Bldg. Hardware	Restroom Fixtures	Public Telephone	Windows	H2O Services	Lighting	Office Phones	Cues	Signs	Signal Systems	
<b>PHYSICAL DISABILITIES</b>																																						
<b>Sensory</b>																																						
Blindness																																						
Impaired Vision																																						
Deafness																																						
Hearing Impairment																																						
<b>Muscular-Skeletal</b>																																						
Limited Mobility (Chairbound)																																						
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Reduced Stamina and Strength																																						
Reduced Joint Flexibility																																						
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Impaired Balance																																						
Impaired Coordination																																						
Difficulty in Interpreting Information																																						





## **APPENDIX E**

### **TYPES OF GOVERNMENT BUILDINGS**

Offices, post offices and employment centers readily come to mind when one thinks of the kinds of buildings that should be made accessible. The Federal Government, however, provides a wide range of services. The list contained in this Appendix contains some accommodation types. It is not a complete list but it does serve to illustrate the context in which policies and standards will be applied.

SERVICE/DEPARTMENT

PUBLIC FACILITY/ACTIVITY TO BE  
CONSIDERED IN ADDITION TO THOSE  
OF EMPLOYEES

Museums, Art Galleries,  
Science Centers, Observatories,  
Exhibitions, Displays, Historic  
Sites, Park Orientation Centers

- ability to see display and read information
- ability to operate controls in participatory displays
- access to film/slide show areas
- access to museum/gallery shops

World Fairs/Trade Pavilions

Libraries, Public Archives

- see displays
- use the card catalogue
- use micro-fiche/film viewers
- use slide projectors
- use music listening facilities
- use work tables
- access to circulation and information desks
- access into stacks - both reference and circulating materials

National Arts Centres

- access to seating areas, waiting areas, lounges
- access to box office for tickets, information
- access to coat-check facilities
- access to bars, restaurants, cafes
- access to parking and drop-off facilities

Heritage Properties

- guidelines required for how far barrier-free design must be taken in "authentic" restoration projects and others

Royal Canadian Mint

- go on a tour of the facility
- buy coins, coin sets at the Mint

Federal Parks

- access from parking areas
- access to and use of picnic tables, barbecues, water taps, drinking fountains, lookout areas, refreshment stands, washrooms, outdoor amphitheatres, play areas
- use of camping facilities

Central Experimental Farm

- visit barns and facilities open to the public
- visit greenhouses open for "flower festivals"
- visit the ornamental gardens

National Capital Commission

- access to and use of gardening plots
- access down to ice surface of Rideau Canal
- access into warm-up huts on the Canal
- access to golf centre

Transportation Facilities

- boarding a plane, train, ferry

Government Offices	<ul style="list-style-type: none"> <li>- discuss business with government employees</li> <li>- visitors could be members of the public or consultants who are disabled - maybe meeting rooms should be accessible?</li> <li>- pick up information</li> </ul>
Cafeterias	<ul style="list-style-type: none"> <li>- access to and use of cafeteria facilities - as a guest of an employee or to Parliamentary Restaurant as a guest of an MP</li> </ul>
Pension Departments	<ul style="list-style-type: none"> <li>- get information on pensions, allowances</li> <li>- pick up cheques</li> <li>- fill out application forms</li> <li>- Old Age Security</li> <li>- Family Allowance</li> <li>- Disability Pensions</li> <li>- Canada Pension</li> </ul>
CEIC	<ul style="list-style-type: none"> <li>- self-registration desk</li> <li>- job boards - writing down information</li> <li>- information brochure display</li> <li>- filling out application forms for SINs</li> <li>- counselling interviews</li> <li>- access to job retraining facilities</li> <li>- access to language training facilities</li> </ul>
Public Service Commission	<ul style="list-style-type: none"> <li>- look at job competition posters - on the wall - on a counter</li> <li>- fill out application forms</li> <li>- access to testing facilities and equipment</li> </ul>
Bilingualism	<ul style="list-style-type: none"> <li>- take part in French/English language training</li> </ul>
IT&C, Patent Office	<ul style="list-style-type: none"> <li>- register a patent - fill out application forms</li> </ul>
National Film Board	<ul style="list-style-type: none"> <li>- find out about available films</li> <li>- pick up films on loan</li> </ul>
Permits, Licences	<ul style="list-style-type: none"> <li>- obtaining permits, licences (CB radio)</li> <li>- pay fees</li> </ul>
Energy Mines & Resources	<ul style="list-style-type: none"> <li>- look through map catalogues</li> <li>- buy maps, aerial photos</li> </ul>
Government Book Stores	
Post Offices	<ul style="list-style-type: none"> <li>- buying stamps - counter or stamp vending machine dispenser</li> <li>- addressing letters</li> <li>- using the postal code directories</li> <li>- mailing a letter or package</li> <li>- picking up mail - counter - P.O. Box</li> <li>- selecting government forms</li> </ul>



Revenue - Taxation	<ul style="list-style-type: none"> <li>- receive tax information forms and legislation brochures at a counter</li> <li>- get tax returns checked by an officer</li> <li>- pay tax owing - yearly and quarterly</li> <li>- be called in for an audit</li> </ul>
Revenue - Customs	<ul style="list-style-type: none"> <li>- pick up a parcel and pay duty to cashier</li> <li>- cross the border to the USA</li> <li>- fill out declaration forms for imported goods</li> <li>- shop at the duty-free stores</li> <li>- use public toilets</li> <li>- submit to a search</li> </ul>
Conferences	<ul style="list-style-type: none"> <li>- Canadian government sponsored conferences such as the UN Habitat - access to and use of facilities</li> </ul>
Hearings	<ul style="list-style-type: none"> <li>- attend government inquiries, commission hearings, eg. Status of Women, RCMP inquiry, Anti-Inflation Board hearings</li> </ul>
CBC	<ul style="list-style-type: none"> <li>- access of performers or audience into radio and television studios</li> </ul>
Northern Nursing Stations	
Hospitals	<ul style="list-style-type: none"> <li>- be a patient in a hospital</li> <li>- visit a patient in a hospital</li> </ul>
Prisons	<ul style="list-style-type: none"> <li>- live in a prison</li> <li>- visit a prisoner - in meeting rooms - in domestic/family visiting units</li> </ul>
RCMP Detachments	<ul style="list-style-type: none"> <li>- file charges</li> <li>- be interviewed for an investigation</li> <li>- receive information</li> <li>- be a prisoner</li> </ul>
Northern/Reservation Schools	
Federal Courts	<ul style="list-style-type: none"> <li>- access into court room and seating areas</li> <li>- access to witness box, jury box, prisoner's dock</li> <li>- file a suit</li> <li>- pay a fine</li> </ul>
Obtaining Citizenship	<ul style="list-style-type: none"> <li>- pick up and fill out application forms</li> <li>- appear before a judge in his chambers or in court for the swearing-in</li> </ul>
External Affairs	<ul style="list-style-type: none"> <li>- getting a passport, picking it up</li> </ul>
Trade Consulates/Embassies	

Voting	<ul style="list-style-type: none"> <li>- elections</li> <li>- referendums</li> </ul>
Parliament	<ul style="list-style-type: none"> <li>- can a disabled person visit his/her MP?</li> <li>- can they visit a senator?</li> <li>- can they visit the Public Gallery to watch Parliament in action?</li> <li>- constituency offices</li> </ul>
Bank of Canada, CS Co-op	<ul style="list-style-type: none"> <li>- writing desks/counters</li> <li>- queues</li> <li>- buying gold coins</li> </ul>
Government-Owned Hotels	<ul style="list-style-type: none"> <li>- access to and use of CN hotels</li> </ul>
Tourist Facilities	<ul style="list-style-type: none"> <li>- visit kiosks and tourist bureaus for information</li> </ul>
Commercial Space	<ul style="list-style-type: none"> <li>- commercial establishments leasing space from the federal government for restaurants, shops and other services</li> <li>- how much control does the government have and exercise over the design of these?</li> </ul>
Housing	<ul style="list-style-type: none"> <li>- single family dwellings</li> <li>- apartment buildings</li> </ul>

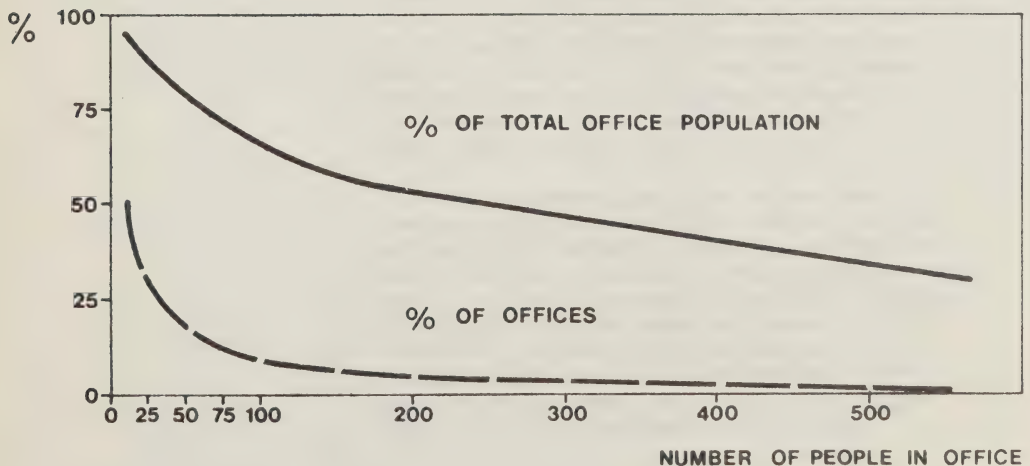


## APPENDIX F

### OFFICE POPULATION AND OFFICE SIZE

About one half of the Government offices are small (10 people or less) and yet these offices account for only 5 percent of the office population. On the other hand, less than 2 percent of the offices contain over 500 people but these offices account for about 1/3 of the government office population. These statistics suggest that accessibility can be provided to more people at lower per person cost by concentrating on the larger occupancies.

The solid line on the following diagram shows the percent of the total office population in groups of more than a certain size. For example, 50 percent of the office population are in groups of over 225 people. The broken line shows the percent of offices which accommodate a population of more than a certain size. For example, 50 percent of the offices have a population of more than 10 people. The two lines can be used to provide an estimate of the percentages of offices that would have to be made accessible in order to reach a certain percentage of the population, e.g. if offices over 100 people were made accessible, about 10 percent of the buildings would be modified and about 70 percent of the office workers would be in accessible offices.







## APPENDIX G

### COSTS

The estimated cost for the retrofit program was about \$20M, however modifications to existing buildings are very difficult to estimate accurately. P.W.C., having built a number of projects, is now in a much better position to provide a more accurate estimate.

The following excerpt is from a study on Costs of Accessibility to a level of the new A.N.S.I. Standard; a level considerably higher than Supplement No. 5. The average cost through redesign was 0.2 percent; the renovation estimates were higher.

#### Redesign

"Designing for accessibility from the beginning means some additional cost which generally amounts to less than 1 percent of the total construction cost. The percentage cost increases for the nine example buildings ranged from 0.01 percent increase for the shopping mall to 15 percent for the branch library (see Table A). The large cost increase for the library is due to the inclusion of an elevator, the approximate cost of which is \$80,000. This increase is particularly significant since the building was a low cost project (\$575,000). Moreover, the library building is a particularly difficult building to make accessible because it has two floors, rigidly defined spaces, i.e. a separate community room from the main floor which houses the stack and reading areas. Current design trends of flexible, economical multi-use spaces would probably result in a single-storey structure on the same site.

The college dormitory with its various level changes within the first floor is another particularly difficult structure to make accessible. The cost to provide accessibility, initially, through redesign, for the six non-residential public buildings (including the college dormitory) amounts to an average net increase of 2.7 percent over the adjusted original costs. If the elevator in the library is not included then the average net increase for the six buildings is 0.2 percent.

Even in the poorest building plans of minimal size, redesigning for accessibility does not necessitate an increase in the overall square footage of any of the sample buildings. Minimum corridor and doorway widths often mean more space designated to circulation space and space must be borrowed from neighboring rooms. But, even the tightest situations, such as the entries and bathrooms of the high rise apartment building, are not impossible to redesign for accessibility.

The basic design/accessibility relationship does not start or end at the building line. Sitework adaptations which often result in the greatest cost increase for renovation are unnecessary or insignificant if careful attention is given to siting from the start. The major additional costs for sitework in redesign are for tactile warning signals, handrail extensions on ramps and stairs, international accessibility symbol signage and curb ramps.

### **Renovation**

Renovating existing buildings in accordance with the standard's provisions are much more expensive than redesign (see Table A). The percent cost increases over original construction costs ranged from approximately one-tenth of 1 percent for the convention center, to over 16 percent for the public library. As in redesign, the inclusion of an elevator is responsible for the great cost increase for the library.

Specific renovation requirements keep reoccurring in each building from curb ramps in site work to fixture relocation in bathrooms. A comprehensive list of renovation requirements appears in Table B with the cost for each.

Much of the renovation cost is the result of meeting market acceptance, i.e. plumbing, wiring, sophisticated finishes, etc. If less sophisticated, no-frills buildings become more acceptable, more economical renovation solutions using exposed plumbing, could help considerably to reduce the cost of accessibility renovations. The renovation costs, as reported here, reflect concern for selection of materials and methods that fit with the surrounding context. In the classroom building, for example, the wall adjacent to the ramp does not have to be constructed of field-stone with a limestone capping. Anything less, however would be a misfit and could also connote a different set of standards for construction for handicapped people.

## **Adaptable Housing**

The concept of adaptable housing, as explained in the introduction, greatly decreases the cost of making residential units accessible over renovating existing units. Generally, the increased cost per unit is about \$250 with a \$50 net increase for the kitchen, approximately \$120 more for the bathroom and \$50 to \$75 more for visual fire alarm circuitry where required. To fully adapt an adaptable unit costs another \$160 with \$45 for counter adjustments in the kitchen, \$75 for bathroom grab bars at the toilet and tub and about \$40 for completing the alarm circuitry, adding auxilliary closet clothes rods and supplying lever door handle adaptors. Table B shows the net increases for item costs in redesign as well as renovation."



Building & Location	Adjusted Original Cost	Renovation Cost	Renovation		Redesign	
			% Cost Increase	% Cost Increase	Redesign Cost	% Cost Increase
1. High rise multi-family tower Syracuse, NY	5,777,750	57,822	1 <sup>a</sup>		14,444	0.25 <sup>b</sup>
2. Low rise multi-family garden apartments Syracuse, NY	2,742,810	38,988	1.4 <sup>a</sup>		6,034	0.22 <sup>b</sup>
3. Single-family home Syracuse, NY	14,482	2,932	20.2		438	3
4. College dormitory Syracuse, NY	4,370,000	15,732	0.36 <sup>a</sup>		5,219	0.12 <sup>b</sup>
5. Convention hall Detroit, MI	92,827,300	118,476	0.13		19,388	0.02
6. Public branch library Syracuse, NY	575,714	8,554 <sup>c</sup> 97,114 <sup>d</sup>	1.5 16.8		800 <sup>c</sup> 87,000 <sup>d</sup>	0.14 15.1
7. Townhall White Plains, NY	1,487,860	2,304	0.16		775	0.05
8. College classroom Syracuse, NY	2,028,100	10,690	0.57		2,756	0.13
9. Shopping mall Glens Falls, NY	1,966,500	4,068	0.2		127	less than 0.01

<sup>a</sup>Cost increase for renovation of public areas and 10 percent of units.

<sup>b</sup>Cost increase for public areas and 10 percent adapted units.

<sup>c</sup>Go elevator.  
<sup>d</sup>With elevator.

Table B : Costs of Items Frequently Required to Make Buildings Conform to the Proposed ANSI A117.1 (1977)

Site Work	Renovation	Redesign Net Increase
Curb ramps	200	-
Accessibility signs	9	9
Pavement markings	50	-
Warning signals	6/ln ft	6/ln ft
<u>Interior Circulation</u>		
Increase door opening width: remove old frame, cut new size opening, finish with new frame and wider door:		
Masonry wall-no lintel	350	-
Masonry wall-lintel required	450	-
Wood frame or metal stud	250	-
Rehang wood door:		
Using same bevel	50	-
New bevel	100	-
New partition:		
Metal or wood stud with dry wall, non-load bearing masonry	5/sq ft (approx- imately), including finishing & painting	
Remove door	25	Credit
Install jamb-clearing hinges (increases clear width opening)	75	15
<u>Hardware, Fixtures and Products</u>		
Lever handle door hardware	25	-
Hard rubber lever adaptors	2.50 ea	2.50 ea
Flashing exit lamp (install alarm relay and flasher on exit circuit)	50	50
Flashing unit fire alarm	75-150 <sup>1</sup>	75
Continuous handrail extensions	50/ in extension	8/12 in extension

Table B: continued

Hardware, Fixtures and Products, cont.

Rubber or vinyl warning signal	6/1n ft	6/1n ft
Elevator:	80,000 plus	80,000 plus
Door electric eyes	675	675
Floor passage/arrival signal	400	400
2-way communication device	1,000	1,000
Raised characters on control panel and jamb	2.50/character	2.50/character
Relocate sink	85	-
Relocate water closet (usually entails demolition of pipe chase wall at drain and vent stack areas)	400	-
Plastic seat filler ring	20	20
Toilet grab bars	75 <sup>2</sup>	43
Bathtub grab bars	95 <sup>2</sup>	67
Integral toilet seat grab bars	106	106
Shower seat	90-157 <sup>3</sup>	90-157
Bathtub seat	45	45
Single-lever lavatory faucet	55	20
Hand-held shower	30	30
Curbless shower	865	415
36 in x 36 in shower	810	233
Adjustable sink/mix center unit	235-330 <sup>4</sup>	28
Self-cleaning oven	210	195

<sup>1</sup>Cost will vary depending on number of flashing alarms per unit and circuit lengths.

<sup>2</sup>A high estimate, including addition of wall reinforcement, i.e. 5/8 in plywood to receive grab bars.

<sup>3</sup>Lower price is rectangular seat, higher price is L-shaped seat. Both are folding models.

<sup>4</sup>Higher price includes removable cabinet fronts and bases; lower price assumes on-time renovation having open space under counter and sink.

## APPENDIX H

### DEVELOPMENT OF STANDARDS

PWC has been using Supplement No. 5 to the National Building Code of Canada as its accessibility standard, but it is no longer adequate. Supplement No. 5 relates only to new buildings whereas PWC is involved in both new buildings and retrofit work. Supplement No. 5 provides access primarily for people who use wheelchairs but the current government policy is clearly wider in scope including people with seeing and hearing difficulties. Furthermore, the supplement deals with public areas and government policy calls for accessibility in both public areas and areas used by employees.

In response to these shortcomings PWC has agreed to a Treasury Board request to develop more appropriate standards. (letter from E. Nielson to S. Stevens, 5100-10, ty9030). The request focuses on planning and design standards as shown in the following contextual diagram.

POLICY STATEMENT	Broad statements of intent	e.g. People with physical disabilities should have equal employment opportunities
PLANNING GUIDELINES	Interpretation of policy with respect to the extent of provision	e.g. Accessible washrooms will be provided on each floor. Seeing and hearing difficulties will be considered.
DESIGN STANDARDS	Specific design criteria	e.g. Ramp slope should not exceed a slope of 1 in 12; a handrail should be provided on one side.
CONSTRUCTION DETAILS	Technical Const. details	e.g. Concrete ramps should be insulated with 2" of foam to reduce frost heave.

The recommendations of this report are intended to clarify PWC's general policy and to provide a clear direction for the development of planning guidelines. A modified version of the B.C. Building Code is suggested for use as interim design standard.



## IMPLEMENTATION OPTIONS

The preparation of standards and guidelines can be done in house, by consultants or a combination of both.

P.W.C. has considerable in house expertise in the area of accessibility and related areas such as heritage and fire safety. Consultants could usefully augment this expertise in areas such as costing and providing first hand information on recent research and standards work in the U.S.A. Another area where consultants could be used is in the evaluation of completed facilities. People representing the various disabilities being considered would be especially valuable for this activity. Perhaps a nationwide organization such as the Canadian Paraplegic Association could be involved.

Since the prime problem is an attitudinal one and since the long term goal is to include accessibility in the tradition of design the involvement of in house staff is desirable. The existing Regional-HQ network of design co-ordinators could be a useful basis and would ensure not only close cooperation but also a document which will be used in the regions.

The Treasury Board has requested P.W.C. to prepare standards and with an eye on revenue dependency it might be desirable to prepare a Treasury Board submission for funding. By hiring some people with disabilities to carry out evaluations we would also be fulfilling some of the changes requested in hiring practices as well.

It is expected the the standards and other information developed would be very useful for the private sector.\* Some design information has already been provided to architects in private practice. Since PWC is probably one of the few organizations who has an opportunity to produce accessibility information useful to the Government and the private sector there is some responsibility to do the work.

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\*The recent study on function-based office space allocations is an example of information developed by PWC for its own use but which also satisfies an information requirement in the private sector. Over 100 requests from across the country, and as far away as Australia, have been received for this publication.

A great deal of information is available\*\* but it must be put in a form useful to the regions. Feedback on the reaction of Treasury Board, client departments and groups representing disabled people to PWC's policy and program would also be of value.

## RECOMMENDATIONS

Activity	Responsibility	Completion Date
1. Prepare an interim design standard based on recommendations of this report.	D&C Coordinator	Mar. 31/80
2. Inform the regions.	D&C & PA	Apr. 5/80
3. Develop a program with a detailed action plan for the development of an accessibility standard. A T.B. submission for funding may be required.	ADM, D&C	May 15/80
4. Carry out the above mentioned program leading to the publication of an accessibility standard for use in the Federal Government.	D&C Coordinator	Dec. 31/80

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\*\*The new A.N.S.I. code, the B.C. code, the Illinois Illustrated Accessibility Standard, the Carolina code, N.R.C. and C.M.H.C. guidelines, and numerous volumes describing accessibility research conducted at the University of Syracuse and Georgia State University.



## APPENDIX I

### DRAFT PLANNING GUIDELINES TO AUGMENT EMPLOYMENT OF THOSE WITH PHYSICAL OR MENTAL HANDICAPS IN THE FEDERAL PUBLIC SERVICE

#### PLANNING GUIDELINES TO AUGMENT EMPLOYMENT OF THOSE WITH PHYSICAL OR MENTAL HANDICAPS IN THE FEDERAL PUBLIC SERVICE

In July 1978, all departments and agencies were asked to conduct a count of their handicapped employees, to identify volunteers, and to identify problems. Departments and agencies are being asked to undertake specific actions which will result in increased employment and career mobility of handicapped people.

Although departments and agencies are not required to submit formal work plans, they are requested to consider activities on the following list and notify the Treasury Board Secretariat by 31 March 1980 of the areas in which they expect to achieve improvement and any other initiatives they intend to pursue. Achievements earlier in fiscal year 1979-80 may be included as an appendix to this report if appropriate. Departments and agencies will be asked to forward descriptions of actions undertaken and results achieved, during the period 31 March 1980 to 31 March 1981 to Treasury Board Secretariat by 30 April 1981.

#### Areas for Improvement

- A. Departments and agencies are urged to improve the participation of employees with physical or mental handicaps by efforts in as many of the following areas as possible:
  - 1. whenever staffing actions are undertaken, departments and agencies are urged to take all possible measures to ensure that qualified handicapped people are aware of the vacancies and given every opportunity to demonstrate their true abilities for the position in question.
  - 2. efforts should be made to ensure that handicapped persons, employed on a specified-period basis, receive full consideration when positions are being staffed on an indeterminate basis.



3. departments and agencies should ensure that handicapped employees are aware of promotional opportunities.
  4. departments and agencies are asked to assist handicapped employees to obtain lateral transfers in cases where the employees, because of their handicaps, cannot compete for positions which would constitute promotions for them, and where such employees indicate a desire for such assistance.
  5. every effort should be made to provide handicapped employees with the same job rotational opportunities for developmental experience as are provided for employees who are not handicapped.
  6. every effort should be made to ensure that handicapped employees have full access to training opportunities.
  7. departments and agencies should involve handicapped employees in formal consultative and committee functions, including those relating to the implementation of this program. (1)
- B. Departments are asked to undertake activities in the following areas:
1. the provision of training modules or "awareness" sessions for personnel administrators, line managers and general staff, regarding the special capabilities and requirements of people with physical or mental handicaps;

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(1) Particular attention should be given to the involvement of those with the appropriate skills in managerial consultation and committee functions. Involvement of those with handicaps in the developmental and operational stages of this program is particularly encouraged. Participation in the preparation and presentation of training courses (see B.1) is also encouraged.

2. the review and, where feasible, the revision of work assignments and job descriptions to facilitate employment opportunities for handicapped people;

3. the provision of funds for the purchase of work-related aids to facilitate the hiring, promotion, or career development of handicapped persons; and

4. the provision of major special assistance, for example special transportation to work-related activities, clerical assistance, and appropriate changes to the work environment.

C. Departments and agencies are requested to identify those types of jobs within their organizations which could be performed by those with limited learning potential or who are slow learners, and to provide the following information:

- (a) the total number of employees in a given type of work; and
- (b) the proportion of slower or more limited people that could be incorporated over a period of time, as vacancies occur. (2)

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(2) Departments should note that persons who, because of mental retardation, cannot participate in a competitive situation on an equitable basis with persons not so handicapped are excluded from the provisions of Section 10 of the Public Service Employment Act on initial appointment to the Public Service.

- D. Departments and agencies are asked to investigate and enumerate the cases of employees who have become handicapped since April 1979, with a view to ensuring their re-employment in the Public Service as soon as medically advisable.

Where re-employment in the same department is not possible, opportunities for interdepartmental movement should be explored. Departments are also asked to report the numbers of those who have not yet been re-employed.

- E. The Department of Public Works will be responsible for undertaking major architectural modifications. Departments and agencies are, however, asked to list any modifications they have made without assistance from DPW. They are further asked to list all buildings they own or occupy which are known to be:

- (a) fully accessible to wheelchairs;
- (b) lacking some essential feature for full accessibility; or
- (c) inaccessible.

FOR OTHER  
INFORMATION, CALL DR. HELEN MORTON,  
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